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CALIFORNIA'S COORDINATING COUNCIL FOR HIGHER EDUCATION. A STUDY OF ORGANIZATIONAL GROWTH AND CHANGE.

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THE COORDINATING COUNCIL FOR HIGHER EDUCATION WAS ORGANIZED IN 1960 UNDER PROVISIONS OF THE STATE'S MASTER PLAN FOR HIGHER EDUCATION. OBSERVATION, INTERVIEWS, AND ANALYSIS OF WRITTEN MATERIALS PROVIDE THE BASIS FOR THIS REPORT ON CHANGES IN THE COUNCIL'S PROCEDURES, MEMBERSHIP, AND AUTHORITY. THE ORIGINAL MEMBERSHIP INCLUDED THREE REPRESENTATIVES FROM EACH SEGMENT OF HIGHER EDUCATION (STATE UNIVERSITY, STATE COLLEGES, JUNIOR COLLEGES, AND PRIVATE INSTITUTIONS). ADDITION OF SIX LAY MEMBERS HAS INCREASED THE TOTAL MEMBERSHIP TO 18, OF WHOM NINE ARE REPRESENTATIVES OF PUBLIC HIGHER EDUCATION. AMONG ORGANIZATIONAL CHANGES HAVE BEEN 1) A MOVE TO THE STATE CAPITAL, 2) ELIMINATION OF PROXY VOTING AND RESTRICTION OF ALTERNATE MEMBERSHIPS, AND 3) CHANGES IN TERMS AND MANNER OF APPOINTMENT OF MEMBERS. THE COUNCIL'S ACTIVITIES HAVE MOVED TOWARD 1) ACTIVE, RATHER THAN PASSIVE, SURVEILLANCE OF THE DIFFERENTIATED FUNCTIONS OF THE PUBLIC HIGHER EDUCATION SEGMENTS, 2) INCREASINGLY ACTIVE RELATIONSHIP WITH THE STATE GOVERNMENT, AND 3) STATE LEVEL ADMINISTRATION OF SEVERAL FEDERAL PROGRAMS IN AID TO HIGHER EDUCATION. (CAUSES AND EFFECTS OF THESE CHANGES ARE DISCUSSED, AS ARE TOPICS SUGGESTED FOR FURTHER RESEARCH.) (WO)

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California's Coordinating Council for Higher Education

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CALIFORNIA'S COORDINATING COUNCIL FOR HIGHER EDUCATION, A STUDY OF ORGANIZATIONAL GROWTH AND CHANGE

James Gilbert Paltridge

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PREFACE

The author enjoyed the rare opportunity of changing careers rather later than some men have the chance to change theirs. The change was from participation in business decision-making to becoming a student of academic decision-making. Though he sees much of contemporary organization theory which is common to both, he makes no attempt to place both in the same disciplinary tent. He sees organizational growth, change, and adjustment to the conditions of environment as the experience of many types of organizations and he has a particular interest in the effects of such change on organizational decision-making processes.

Coordination is a twentieth century form which is becoming more widely applied to mechanisms for decision-making. It is an organizational dynamic which finds accommodation for conflict through respect for differentiated goals of participants in a combine. Examples are intra-industry compacts among otherwise competitive firms, organizations for united welfare fund solicitation, the Joint Chiefs of Staff, and state coordinating councils of higher education institutions.

The newness of this organizational form and its pervading milieu of conflict account for the dynamic and changing nature of such organizations and for the unique character of their decision-making techniques. Because coordinating agencies in state systems of higher education are relatively new, the experiences of one are often sought by others. While experiences are not universally applicable, generic principles may emerge from exercises in comparative study and experience-sharing. It is the author's hope that this study will provide one such medium for communicating organizational experience.

CHAPTER I

INTRODUCTORY

In very recent years, primarily in those of this decade when American higher education has had to face the long-predicted tidal wave of enrollments, the working relationships between the public institutions and their state governments have been marked by increasing concern about the organization and coordination of the public higher education effort.

Statewide coordination of public higher education is moving from informal "gentlemen's agreements" to various forms of necessary, and often mandatory, formal organization. This has come about, in no small measure, through the pressures of many areas of state public services which, in addition to education, are making demands for greater taxpayer support--highways, parks and recreation, hospital and penal institutions, urban problems, and social welfare, to mention only the more prominent. All command segments of political support.

Coordinating organizations in public higher education seek to establish an accommodation between forces which are often counteracting and sometimes antagonistic. Proponents of fiscal "efficiency" and those who must allocate limited state resources demand better coordination of expenditures and effort. Proponents of unqualified academic excellence and traditional freedoms to teach and inquire have resisted implications of "arbitrary" standards, budgetary control, the imposition of functional definitions, centralized administrative control, and possible curtailment of historic autonomy.

Organizing these counteracting forces and giving them appropriate direction taxed the best of organizational expertise. While a consensus is not yet firm, educational leaders are taking the broader view of public necessity and seeking to articulate this new concept of interinstitutional organization. Evidence is this recent statement of Logan Wilson, president of the American Council on Education:

> The movements toward more cooperation and coordination proceed without benefit of vary much careful analysis of the forms and processes entailed. Some advocates of particular institutions or particular kinds of institutions continue to display a reluctance to look realistically at what the division of labor ought to be within a given state or region for dealing with teaching, research, and the public functions. Conversely, indiscriminate zeal for cooperation and coordination can lead into hastily considered arrangements which do violence to the integrity of institutions.
>
> With the tremendous costs immediately ahead in the rapid expansion and improvement of higher education, we can no longer afford blunders in the locations of institutions, wasteful duplications of programs, unplanned and piecemeal local responses to wider needs, and the general lack of unity which have characterized too many of out collective indeavors in the past. To plan wisely and act decisively, however, we must be guided by judgments based on objective knowledge of the relations between form and function in higher education.[1]

New developments of both form and function of coordinating bodies and of their intra-agency and interinstitutional working procedures have been accelerated in recent years to the point where analytical examinations of this movement made prior to the opening of the decade are now outdated.

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[1] Logan Wilson, "Form and Function in American Higher Education," The Educational Record, Vol. 45, No. 3 (Summer, 1964), p. 305.

Since 1940, the number of states with some form of coordinating organization has increased from seventeen to forty-one. In the decade since 1955, fifteen of the states have initiated coordination; fifteen other states have made significant changes in the form of organization they originally adopted. Several others have made less sweeping, though still significant, changes--in most cases, additions of duties or areas of authority to original supervisory requirements.[1]

The Research Problem

It is axiomatic that organizational forms must provide accommodation for all the participants and for the objectives of the organization if they are to be stable and lasting. Organizations also must be viable, and, thus, capable of changing as conditions change. But changes can be disruptive, costly, and destructive of agreeable working relationships.

State systems of higher education find themselves in a fast-changing environment of new fields of knowledge, new educational programs, and expanding enrollments. They must accommodate change, yet, at the same time, they must keep disruptive and repetitive change to a minimum in the interests of continued operational efficiency.

Because coordination is an activity initially entered into by public institutions more as a result of outside (primarily legislative) pressures than as a self-perceived need, early forms in most states reflected simply an effort to provide some acceptable and hopefully workable mechanism which would cause the least disruption to individual institutions' plans and aspirations. It is no secret that most state voluntary coordinating organizations were formed primarily as a means of heading off threatened statutory mandates to curb wastefully competitive practices and individual jockeying for budgetary advantage.

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[1] J. G. Paltridge, "Organizational Forms which Characterize Statewide Coordination of Public Higher Education," Unpublished Manuscript, University of California, Berkeley, 1965.

Many different organizational forms were created. Some later proved unviable and, hence, they required adaptation or change and often repeated changes. Usually, the changes were in response to a need and demand for more publicly responsible and more authoritative mechanisms.

A number of the states, which in recent years have created new coordinating agencies, have adopted at the outset the changed organizational forms of states with longer experience. Changes which seem to represent improvements tend to be copied from state to state as institutions and state organizations exchange experiences.

It is important to know why these changes were necessary and why they were made. It is, therefore, significant to study the dynamics of organizational stability and accommodation to the interests of the various segments within the state administration and the higher educational community.

California's Coordinating Council for Higher Education offers a significant case study of the unique structure required of coordinating organizations and the changing patterns of their organization and operation in state systems of public higher education. It is a leading organization and one that is currently in a dynamic era.

Purpose of the Study

The primary purpose of this study was to analyze the principal changes and new developments in the organizational form and operating procedures of the California Council since its inception in the Master Plan of 1960,[1] to discover the reasons for these changes, and to identify the forces causing them.

The study focuses attention on three principal areas of change: 1) internal changes of organizational form and working procedures, and the progressive growth and development of new working mechanisms, 2) changes in the composition of membership, and 3) changes in organization and authority brought about by the delegation to the Council of administration and allocation of intrastate disbursements of funds under certain of the new federal programs for higher education.

A number of theoretical assumptions related to coordinating organizations were formulated at the outset of the study, and the findings were analyzed for evidence to support or reject these assumptions. An additional purpose of the study, therefore, was to seek explanations for these changes in relevant organizational theory.

This Council is viewed nationally as a particularly important one because it was preceded by a long history of coordination efforts and because of the size and advanced development of the state's public higher education system. Therefore, the experiences and internal changes of this Council in its first five years of existence are of some national significance and, hopefully, they will provide some guidelines for other coordinating agencies considering changes in their organizational structures.

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[1] See The Master Plan Survey Team, A Master Plan for Higher Education 1960-1975, Berkeley and Sacramento, 1960.

Basic Assumptions and Guidelines for the Study

The following propositions were assumed to be valid as they relate to coordinating organizations and to the California Council in particular. These were the guidelines for the conduct of the investigation and against which the findings of the study were analyzed.

1) Coordinating organizations in higher education, as do other social organizations, undergo growth and maturation marked by organizational change and refinement of procedures. These may be seen as accommodations to their changing environment. They take place in a milieu of conflict and are the product of internal and external pressures.

2) These changes, hopefully the product of a consensus drawn from decision-making alternatives, are expected to bring action programs into conformity with the organization's goals.

3) Organizations may be considered to have two types of goals, in hierarchial order: end-goals, or the ultimate objectives of the organization; and subgoals, which are objectives to be reached on the way toward ultimate goals. While end-goals are presumed to be defined at the outset of the organization, subgoals, or "operational goals," are rarely defined at this time. As the organization matures, it strives for more precise definition of its goals. In the process, changes in subgoals are not uncommon, and such changes may even alter earlier definitions of end-goals.

4) Because of the requirement for local administration of several of the recent federal acts, state coordinating organizations which have been given official roles in the interinstitutional distribution of federal funds tend to become more authoritative in their informal influences as well as formal prerogatives.

5) Because public resources are limited and citizens who contribute these resources have the right

to know that they are being disbursed efficiently, and because coordination is necessary under these circumstances, complete autonomy of the public institutions is impossible. The coordinating organization must, therefore, find an acceptable balance between the authority necessary to safeguard this public interest and the autonomy necessary to safeguard the quality and productiveness of the institutions of higher education.

Literature

Previous studies of the subject of state coordination of higher education have dealt primarily with individual boards and types of categories of boards in the descriptive sense and largely without analysis of their organizational forms in relation to their stated or required functions. They have been treated, largely, as static entities and, to some extent, without reference to the phenomena of viability and change which are the interest of this inquiry.

The principal investigator in coordination of higher education has been Lyman A. Glenny. His first work,[1] published in 1959, was the pioneering effort in this field and the first definitive description of coordinating forms and coordinating functions. He surveyed the various forms of coordinating organizations in existence at the time and evaluated them in relation to their voluntary, statutory, or constitutional status, their various legal provisions, their relationship to institutional officers, legislatures, and state officials, and their propensity for encouraging diversity or standardization.

Glenny, in 1964,[2] updated his earlier observations of the forms of coordination and their adoption in a broader range of states. He also discussed the extension of coordination to additional functions. His conclusions were (in part) that the number of voluntary agencies was remaining static and that statutory coordinating boards were becoming the principal scheme of coordination. He pointed out that boards having some areas of authoritative powers were composed of all, or a majority of, public members.

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[1] Lyman A. Glenny, Autonomy of Public Colleges, New York: McGraw-Hill Book Co., Inc., 1959.

[2] Lyman A. Glenny, "State Systems and Plans for

In 1966,[1] Glenny reported further changes and new developments in coordination of higher education. He pointed to a "general acceleration" of the movement toward creation of coordinating boards of citizen members with substantial powers. He stated that these organizations are exercising more and more political leadership in formulating and advocating policies for higher education, and that non-public colleges and universities are becoming more involved in public policy making and coordination of all institutions.

Algo D. Henderson (1960)[2] foresaw the trend of organizational change away from the patterns of voluntary coordination which were dominant in the 1950's when states were only beginning to plan for the problem of expansion of public higher education. He went to

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Higher Education," in L. Wilson, Emerging Patterns in American Higher Education, American Council on Education, Washington, D. C., 1964.

[1] Paper delivered at the Eighth Annual College Self-Study Institute, sponsored by the Western Interstate Commission for Higher Education and the Center for Research and Development in Higher Education, University of California, Berkeley, July 11-14, 1966. To be published as: John Minter (ed.), Campus and Capitol, Boulder, Colorado, WICHE.

[2] Algo Henderson, Policies and Practices in Higher Education, New York: Harper and Brothers, 1960.

the heart of the matter in his observation that ". . . public higher education, while protected from politics, is nevertheless a matter of public policy and hence of politics. . . The granting of funds is a public issue requiring public discussion." [1] He also recounted the coordination problems which have formed the reasons for changes in many state systems --ambitions of growing institutions, competition for limited funds and the organizational problems involved in rational distribution of the funds, the definition of functions of an institution, and the necessity for high caliber professional leadership and staffing of coordinating agencies.

It was T. R. McConnell (1962) who expounded the positive role of coordination as a function which offered the prospect of preserving historic values and academic integrity of prestigious public institutions.[2] It was he, also, who pointed to the need for viability in coordinating forms. Having taken the position that voluntary forms of coordination were preferable, he was later to reverse this position (in 1964) with the statement, ". . . I have now concluded that purely voluntary methods, at a certain stage of a state's development of facilities and resources for higher education, are almost certain to be ineffective."[3] This was not entirely a change of mind; it was a realization that new conditions require new relationships between form and function.

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[1] Ibid., p. 272.

[2] T. R. McConnell, A General Pattern for American Public Education, New York: McGraw-Hill Book Co., Inc., 1962.

[3] T. R. McConnell, "The Coordination of State Systems of Higher Education," in L. Wilson (ed.), Emerging Patterns in American Higher Education, Washington, D.C.: American Council on Education, 1964, p. 136.

T. R. McConnell, Algo Henderson, and Robert Berdahl have cited the University Grants Commission in Britain as an example of an organizational mechanism for coordination. They differ in their evaluation of its effectiveness. Berdahl[1] saw the UGC as a force which has welded the universities of Britain into a truly national system of higher education. Henderson[2] saw it as successful because of two characteristics--the quality of the men appointed to the commission and its preservation of traditions of institutional autonomy, distinctiveness, and freedom from political involvement. McConnell[3] was more skeptical, however. He felt that the amount of positive planning and coordination has been minimal, resulting in a system of higher education far short of the nation's needs.

An early work related to the field of coordination was that of the committee on government and higher education, and the separately published staff report by Moos and Rourke (1959).[4] This work was significant for the light it shed on the working dynamics of the relations between public higher educational institutions and the state governments.

Voluntary forms of statewide coordination have been the focus of the studies of M. M. Chambers

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[1] R. O. Berdahl, British Universities and the State, University of California Press, Berkeley, 1959.

[2] Henderson, *op. cit.*, p. 274.

[3] McConnell, *op. cit.*, p. 130.

[4] The Committee on Government and Higher Education, The Efficiency of Freedom, Baltimore: Johns Hopkins Press, 1961; and M. Moos and F. E. Rourke, The Campus and the State, Baltimore: Johns Hopkins Press, 1959.

(1961 and 1965).[1] In his conclusions, he articulated the long-standing fears of state universities over the loss of freedom and autonomy which might be imposed by coordinating agencies created by state legislatures. He recognized the need for coordination and saw in the voluntary organizations the best hope for warding off bureaucratic regimentation and usurpation of the powers of institutional governing boards. In his 1961 book, he analyzed the voluntary associations in California, Colorado, Indiana, Ohio, and Michigan, with briefer notes on Minnesota, Missouri, Washington, Arkansas, and others. By the time of the book's publication, California had replaced its voluntary liaison committee with the statutory Coordinating Council (see Chapter II), and in the next four years the states of Colorado, Ohio, Michigan, Missouri, and Arkansas had formed statutory coordinating bodies.

A. J. Brumbaugh, S. V. Martorana, John Dale Russell, and others have made a number of regional studies of the forms of coordination in specific states and geographical areas.[2] These largely have been devoted to analyses of local problems and recommendations for particular organizational mechanisms.

T. C. Holy, formerly special consultant to the California Council and prior to that a member of the "restudy" staff of 1955 and the Master Plan team of 1960, reported (in 1964) on the Council, reviewing its first two years and examining some policy issues facing the Council.[3]

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[1] M. M. Chambers, Voluntary Statewide Coordination in Public Higher Education, Ann Arbor: University of Michigan, 1961.

[2] See A. J. Brumbaugh, Statewide Planning and Coordination, Southern Regional Education Board, Atlanta, 1963.

[3] T. C. Holy, "The Coordinating Council for Higher Education in California," Journal of Higher Education (June 1964), pp. 313-21.

The only complete national survey of coordinating organizations and other state boards in higher education is that made in 1959 by Martorana and Hollis.[1] This work presented organization charts of the administration and governance of public higher education in each of the fifty states and outlined the structure and responsibilities of each board. Because of the many changes made in organization of higher education in many of the states--and in most of the larger and more highly developed state systems--this work is now outdated, and a similarly organized current survey will be a significant contribution to contemporary knowledge of this field.

A number of scholars of organization theory have examined the field of coordination as an organizational phenomenon and as it relates to a number of areas other than higher education. Much of this is relevant to the coordination of higher education, and a number of works are cited in Chapter VII.

Design and Methodology

The design of this investigation was dictated by the descriptive and analytic requirements of case study.[2] The strength of the case study technique in research lies in the variety of methods that can be employed and the ability to use these various methods to substantiate and cross-reference the data.

In this investigation the methods employed were essentially three: analysis of written materials, interviews, and observation.

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[1] S. V. Martorana and Ernest V. Hollis, State Boards Responsible for Higher Education, U.S. Office of Education, Circular No. 619, Washington, D.C.: Government Printing Office, 1962.

[2] See Claire Sellitz, Marie Jahoda, M. Deutsch, and S. W. Cook, Research Methods in Social Relations, (rev. ed.) New York: Holt, 1959.

The basic sources of written materials were the minutes of the Coordinating Council for Higher Education, minutes of its standing committees, staff reports and technical committee reports in the form in which they were originally prepared, amended, adopted or rejected, reports of state executive offices and the governor, reports of the legislative analyst and of legislative committees, and copies of legislation, amendments, and final enactments. Unfortunately, for purposes of this investigation, the California Legislature records only formal actions of its committees; verbatim or other detailed accounts of proceedings are not usually recorded. Committee meetings are public and usually attended by the press and interested observers. Thus, press accounts became an important source of data. Files of the Sacramento Bureau of Associated Press were consulted, and, during 1965 and 1966 legislative sessions, the *San Francisco Chronicle*, *Sacramento Bee*, *Los Angeles Times*, and *Oakland Tribune* were clipped daily. These newspapers maintain active Sacramento bureaus and qualified education writers.

A structured, "focused-interview"[1] technique was employed to gather data from persons who participated in devising the changes in the Council or who were otherwise in a position to make independent appraisals of the reasons for and implications of these changes. An "Interview Guide" containing the basic questions asked in these focused interviews was developed for use in this phase of the investigation. This is shown as Appendix A. The persons interviewed included members of the Council, its staff and committees, state executive officers, and legislators.[1] However, it was from subsequent informal interviews with some of these persons and, in addition, some members of the 1959 Master Plan survey team, members of the 1960 legislature, legislative consultants, and institutional officers, that the most valuable independent appraisals and cross-reference information were gathered. These informal conversations sometimes revealed opinions, preferences, and informal positions on controversial issues taken by these persons which were at variance with information offered in the structured interviews (which sometimes tended to be "on-the-record" or "no comment" answers) and, on a few occasions, at variance with public statements or recorded votes.

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[1] See Robert K. Merton, Marjorie Fiske, and Patricia Kendall, *The Focused Interview*, Glencoe, Illinois: The Free Press, 1956, p. 3, for description of this interview technique.

A persistent problem was the fact that concurrent with this investigation, particularly during its mid- and latter stages, two official inquiries into higher education affairs of the state were started, and the Council itself undertook studies which might result in important future changes. These are described in pertinent sections of this report. These discussions of impending change made more difficult the gathering of data and opinions through interviews with persons who held positions with the Council and in state government and who would likely be called upon at a later date to take a stand on future recommendations for change. These persons were acutely aware, too, that 1966 saw an election campaign in which the University and all of higher education unfortunately were drawn in as political issues. These circumstances dictated heavier reliance upon informal, off-the-record, follow-up conversations with key participants to substantiate and cross-reference information gathered.

Direct observations of the working procedures related to coordination and other higher education matters formed an important part of the investigation. The author attended all meetings of the Council and of its standing committees during the period of the study. He also attended meetings of the standing and interim committees of the legislature which considered higher education matters.

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[1] See Appendix B for a list of persons who responded to interviews.

Limitations

It has noted previously that the Council may be destined for more changes and for new responsibilities. The study's findings, therefore, must be limited to the view of the Council at a particular moment in its history.

The case study focuses on the historic facts of change and the factors responsible for change. It is not a historic review of all issues, or even all major issues, with which the Council has dealt in the past six years. It is not a record of the Council's many accomplishments, although several are cited as being relevant to growth and change.

Analysis of Data

The data yielded by this study were analyzed to find answers to the following questions: (1) What specific changes or areas of change have been brought about in the primary working mechanisms and in the basic organizational structure of the California Coordinating Council for Higher Education? (2) What were the reasons for these changes, particularly in terms of internal operating experiences and external public pressures?

The data were then analyzed with reference to the basic assumptions related to coordination which had been made at the outset of the study[1] to see if they provided evidence which might substantiate or reject these assumptions. The findings then were examined in the light of relevant organizational theory.

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[1] _Supra_., pp. 6-8.

In conclusion, the findings were examined for evidence that would suggest answers to the question: What areas were indicated in these findings for future studies which may offer more positive generalizations and possible advancement of theory related to this unique organizational form?

Order of Presentation

The presentation of the results of this investigation is organized into chapters described as follows.

Chapter II will review the history of coordination of public higher education in California, describing the nature of previous attempts at cooperation and coordination, starting in 1899 and continuing through the adoption of the Donahoe Higher Education Act of 1960. Following this background information, Chapter III will discuss the organizational structure of the present Coordinating Council, its prescribed functions, and its membership segments.

Three succeeding chapters (Chapters IV,V, and VI) will discuss specific areas of change, as they were perceived by the author as a result of this investigation. The first of these chapters will deal with changes and new developments in working procedures related to the prescribed functions of the Council, to the new staff and committee organization, and to other procedural mechanisms. The second of these will discuss the statutory changes in the composition of membership of the Council. The third will deal with the new areas of authority and power in delegating to the Council administration of funds made available under certain of the new federal programs for higher education.

These findings, in summary form, will then be discussed (Chapter VII) in relation to the basic assumptions made at the outset of the study and in relation to organizational theory which appears to be pertinent.

A concluding chapter (Chapter VIII) then offers a number of proposals suggested by the findings of this investigation for future study of the field of coordination.

CHAPTER II

THE DEVELOPMENT OF COORDINATION IN CALIFORNIA

Since before the turn of the century concern has persisted about the need for effective coordination of public higher education in California. California's early commitment to large-scale, high-quality public higher education developed an awareness of the need for coordinating the state's financial resources with higher education's financial needs as well as a desire to systematize the state's higher educational efforts. Furthermore, a long tradition of cooperation in areas of mutual interest exists between the state's public institutions and several private colleges and universities founded at about the same time.[1]

Educational Commission of 1899

In 1899, the California Legislature established an educational commission under the joint chairmanship of Benjamin Ide Wheeler, President of the University of California, David Starr Jordan, president of Stanford University, and Thomas J. Kirk, state superintendent of education. Seventy leading citizens of the state were invited to become members, forty-five of whom attended the commission meetings in San Francisco. This commission was concerned with a broad range of educational questions from kindergarten to university level. Its discussions of admissions problems for normal schools (the teacher-training institutions) and its request that the legislature insure a uniform board to govern normal schools anticipated more recent problems of coordinating higher educational endeavor.[1]

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[1] See Roy W. Cloud, Education in California, Stanford, 1952; and William Warren Ferrier, Ninety Years of Education in California, 1846 to 1936, Berkeley, 1937.

In 1915, the state legislature gradually began to limit the powers of the seven separate governing boards of the normal schools. As the result of a study by a joint committee of the legislature in 1919, the state normal schools became "teachers colleges." This same study recognized the need for continuing coordination for California's system of higher education, but it suggested no design or pattern for such coordination. Finally in 1921, the legislature gave control of the teachers colleges to the state board of education.[2]

In 1931, the legislature empowered the governor to "engage the services of an educational research foundation of nationwide scope. . . to engage in the work of making a critical survey in the field of education. . . and to prepare recommendations. . ."[3]

Carnegie Commission of Seven, the "Suzzallo Report"

As a result, the Carnegie Foundation for Advancement of Teaching was asked to appoint a commission to prepare the study. It became known as the "Commission of Seven" and met under the chairmanship of Henry Suzzallo, president of the Carnegie Foundation for the Advancement of Teaching.[4] The commission's report was transmitted to the governor on June 24, 1932.

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[1] Verne Stadtman, California's Centennial Record, to be published, University of California Press, Berkeley.

[2] Ferrier, op. cit., pp. 327-334.

[3] State of California, Senate Bill 895 of 1931.

[4] Carnegie Foundation for the Advancement of Teaching, Recommendations of the Commission of Seven; State Higher Education in California, Sacramento, 1932.

A significant excerpt from this document is the following:

> Control. There is a notable lack of unity in the administration of education. To make this point evident, it is only necessary to call to mind the powers of certain of the controlling officers and boards of education: the Board of Regents of the University of California, with constitutional authority; the State Board of Education, under legislative authority; the State Superintendent of Public Instruction, an elective officer responsible to the people for the conduct of educational matters; the Director of Finance, an officer appointed by the Governor. Such plurality of control has naturally resulted in overlapping of functions, waste, inefficiency, and lack of unified policy. It has resulted also in absence of proper use of the results of experimentation.[1]

The report made numerous recommendations concerning the development of junior colleges, the conduct of teacher education, and the organization of the state board of education. One recommendation (which was not adopted) was that the Board of Regents of the University assume jurisdiction over the state teachers colleges as a means of effecting needed coordination.

Of particular significance is a longhand notation by President Robert Gordon Sproul in his personal copy of this report which reads, "There does not need to be one control. In fact I am opposed to it. There should, however, be some formal, perhaps legal, scheme of coordination."[2]

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[1] Carnegie Foundation for the Advancement of Teaching, *ibid.*, p. 2.

[2] Verified, and quoted with permission of President Emeritus Robert Gordon Sproul.

The "Suzzallo Report" recommended the formation of a state council for educational planning and coordination to render advice and make recommendations "for cooperative understanding and coordinated effort in the operation and articulation of the common school system and the university system. . ."[1] In 1933, the legislature acted on this recommendation and established a state council. Its membership included the President of the University and a Regent of the University, the superintendent of public instruction, a member of the board of education, and five leading citizens to represent the public of the state. It is significant that in this first attempt at the development of a mechanism for coordination of higher education, a working majority of the nine-member council was given to lay citizens representing the public interest. This council met periodically and issued a number of studies concerning various problems, but by 1941 it had become inactive.

Liaison Committee

In January, 1945, representatives of the state board of education and the University Regents met in the campus home of the University's President, Robert Gordon Sproul.[2] At this informal meeting, it was agreed that the two boards should be able to discuss mutual concerns without the intervention of a formally constituted organization created by the legislature. The mechanism decided on was a voluntary committee with equal representation from each board. Formal approval of the plan was given by the Regents and by the board of education. This body became known as the "Liaison Committee of the State Board of Education and the Regents of the University of California." It was agreed by both boards that recommendations of the committee would not be binding. Each board also agreed to discuss, in the committee, proposals that might affect the programs and plans of the other board before such proposals were presented or supported before the legislature.[1]

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[1] Carnegie Foundation for the Advancement of Teaching, ibid., p. 32.

[2] Stadtman, op. cit., p. 4.

The "Strayer Report"

In February, 1946, the liaison committee was requested to study and respond to a proposal that Sacramento Junior College be expanded into a four-year college or a branch of the University. The committee recommended no such expansion until a thorough study was made of the organization of higher education in the state. This recommendation resulted in legislation that authorized such a survey and appropriated $50,000 to conduct it. The report was submitted on March 1, 1948. Known as the "Strayer Report" for the chairman of the committee which prepared it, the report addressed itself to an analysis of the function and purposes of the various segments of public higher education in the state.[2] It recommended against extending the work of junior colleges into upper division instruction--in the face of a noticeable trend of the time. It recommended minimum and maximum enrollments for the various types of colleges and university campuses, advised that the university have "exclusive responsibility among public higher institutions for training for the professions, for graduate work on the doctor's level, and for research and scholarly endeavor of the highest type"; it recommended that state colleges be authorized to grant master's degrees. It also evaluated the needs of various areas for new centers of higher learning. Finally, it recommended that the liaison committee continue to coordinate higher education in the state. All the recommendations were approved in principle by the Regents and the board of education.

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[1] Stadtman, loc. cit.

[2] Joint Liaison Committee and Assembly Interim Committee on Education, A Report of a Survey of the Needs of California in Higher Education, Sacramento, 1948.

The "McConnell Report"

In 1953, the legislature authorized the liaison committee to make another and more extensive study of the higher educational system. This was known as "A Restudy of the Needs of California in Higher Education" or, informally, the "McConnell Report" after T. R. McConnell, former chancellor of the University of Buffalo, who was chief consultant for the study.[1] The report contained 140 recommendations to improve the government and administration of the public higher education institutions and to improve the coordinating mechanism, the liaison committee.

Two key recommendations were for changes in the organization of state and junior colleges. These, in turn, had an important bearing on the recommendations for improvements in the liaison committee. The restudy staff recommended creation of a nine-member state college board composed of the state superintendent of public instruction and eight lay members appointed by the governor with senate confirmation. The staff also recommended that a bureau of junior college education be established in the division of instruction of the state department of education, and provided with adequate staff so the bureau could give leadership and coordination to junior college programs.

The staff recommended expanding the liaison committee to nine members--the executive officers and two lay members from each constituent board (state board of education, the proposed state college board, and the Regents of the University). The recommendation proposed appointment of a chief coordinator and a staff of high professional quality to be selected by and responsible only to the liaison committee.

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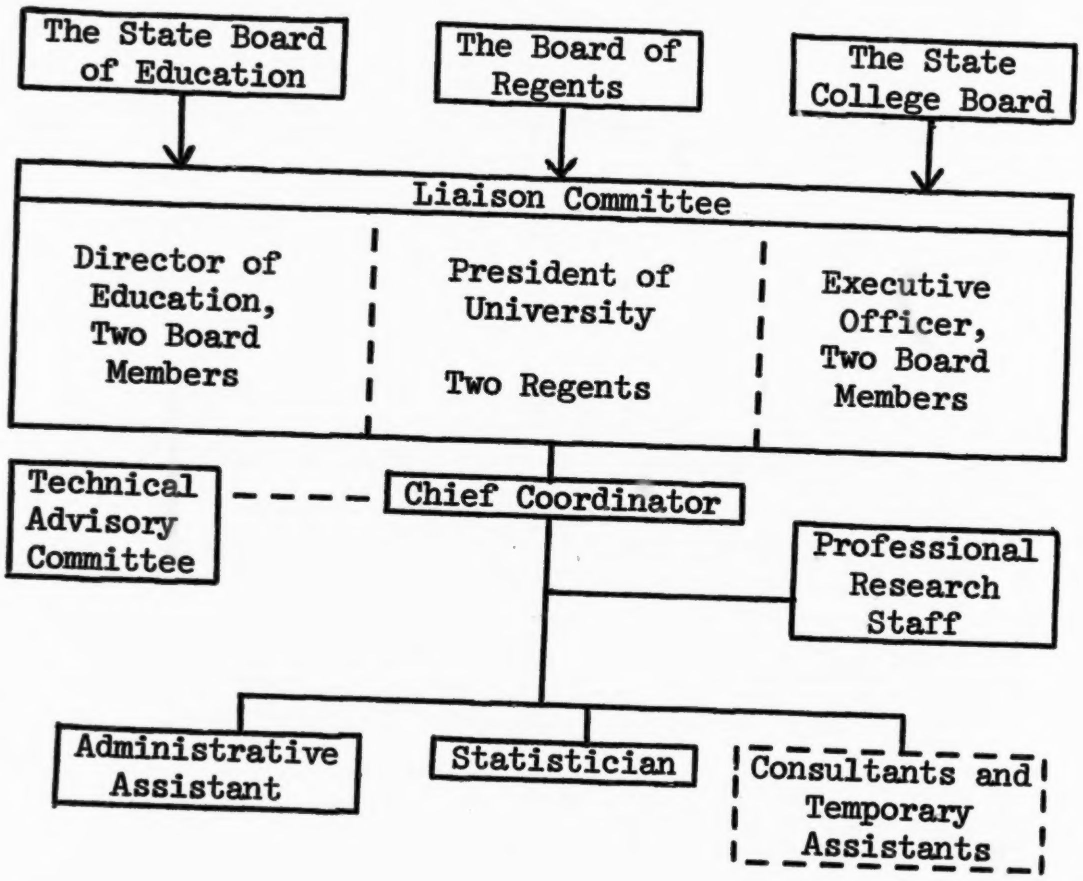
[1] T. R. McConnell, T. C. Holy, and H. H. Semans, A Restudy of the Needs of California in Higher Education, Sacramento, California: California State Department of Education, 1955.

Figure 1

Proposed Organization of Liaison Committee[1]


The State Board of Education
The Board of Regents
The State College Board
Liaison Committee
Director of Education, Two Board Members
President of University
Two Regents
Executive Officer, Two Board Members
Technical Advisory Committee
Chief Coordinator
Professional Research Staff
Administrative Assistant
Statistician
Consultants and Temporary Assistants

The report recommended that the liaison committee be "advisory and consultative," and that it "should not in any way usurp the authority of any of the cooperating boards."

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[1] McConnell, et al., *ibid.*, p. 301.

It proposed that the liaison committee should undertake the following activities:

1) Define the functions of each segment of public higher education in relation to particular curriculums, there functions to be re-examined periodically to see if modifications are needed.

2) Prevent wasteful duplication of curriculums in public institutions, and avoid undesirable duplication between them and independent institutions, in the same geographic area. This should include regular day programs as well as adult and extension courses.

3) Provide for a balance in the quality and kinds of educational programs available in the populous regions of the State. This means proposing new programs to fill gaps as well as endeavoring to have certain existing courses and curriculums eliminated or reduced.

4) Facilitate the transfer of students from one type of institution to another without undue loss of credit previously earned.

5) Recommend admission standards compatible with the functions to be performed by each type of institution.

6) Propose future development of new institutions or the expansion of existing ones to meet the needs of growing population centers.

7) Study the relative expenditures in various institutions for particular educational programs, discouraging the excessively expensive ones and encouraging those conducted with economy and efficiency consistent

with high quality.[1]

A bill was introduced into the legislature in the 1955 session to create the state college board, but it was not enacted. The state board of education did act upon the recommendation for the bureau of junior college education, and this was formed in 1957.

The proposed reorganization of the liaison committee was not accomplished because the proposed state college board was not formed. The representatives of the state board of education continued to represent the interests of the state colleges and junior colleges. The committee remained in existence for another five years during which it continued its program of studies and recommendations to the governing boards. T. C. Holy, who had served for eight years as the University's representative on the joint staff of the committee, later reported that, of the fifty-five major recommendations which the committee transmitted to the governing boards between 1945 and 1959, fifty-four were approved by the Regents and fifty-three by the state board of public education, and that of the eighteen recommendations requiring legislation, sixteen were acted upon.[2]

By 1959, it became apparent that the existing structure of coordination had not been able to contain the ambitions for expansion of facilities and new programs on the part of the public institutions. The governing boards came individually to the legislature with their expansive needs and plans to meet predictions of vast enrollment increases, and they rallied considerable support for some of them. Communities without a public college or university campus nearby were

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[1] McConnell, et al., ibid., p. 297.

[2] T. C. Holy, "California's Master Plan for Higher Education, 1960-1975," Journal of Higher Education, January, 1961, pp. 9-16.

demanding them from the legislature. The state colleges demanded the kind of constitutional autonomy which had been given the University and the right to confer doctorates. Several junior colleges sought to become four-year institutions. Any number of institutions planned new educational programs which threatened to encroach upon the traditional functions of other higher education segments.[1]

Members of the legislature during this period have pointed out to the author that that body was not able to cope with the conflicting forces of the various educational boards nor with the political pressures from local communities who expected colleges to be located in their areas. They came to realize that the existing organizational structures for government of the institutions and coordination of their planning efforts were inadequate to the new needs.

The Master Plan Survey

Twenty-three bills, three resolutions, and two constitutional amendments related to higher education were introduced into the 1959 session of the legislature. These would have established new institutions, changed the functions of existing ones, and changed the structure for organization, control, or administration of some elements of public-supported higher education in the state.[2]

This legislative session was unprepared to make decisions of such magnitude. Miss Dorothy M. Donahoe, assemblywoman from Kern County, responded to the problem by introducing a resolution requesting that the liaison committee "prepare a master plan for the development, expansion and integration of the facilities, curriculum, and the standards of higher education in junior colleges, state colleges, the University of California and other institutions of higher education in the state, to meet the needs of the state during the next ten years and thereafter. . ."[1] Upon passage of the Donahoe resolution, the education committees in both the assembly and senate agreed to forego further consideration of any of the proposed measures until the Master Plan study was completed.

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[1] See State of California, Legislative Record, 1957 and 1959 Sessions.

[2] Master Plan Survey Team, op. cit., pp. 28-29.

The liaison committee appointed a Master Plan survey team, under the chairmanship of Arthur G. Coons, president of Occidental College (later to become a charter member and president of the Coordinating Council for Higher Education). It was composed of two representatives from each of the four segments of higher education in the state--junior colleges, state colleges, the University of California, and the private colleges and universities.

Debate on Organizational Form for Coordination

The survey team deliberated for several months on the matter of the structure of the coordinating organization they would propose. Indeed, it was not until a matter of a week or so before the report was to be submitted that a decision was made. In their report the survey team explained that they had given consideration to three major possibilities: a single board for both the state colleges and the University, a "super board" over the two governing boards, and two separate and autonomous governing boards.[2]

The group was sharply divided on this issue, according to one of the survey team members, and the matter, without a recommendation, was brought before a joint meeting of the Regents and the state board of education. Consideration was given to the idea of a strong, authoritative coordinating organization--"super board," as it came to be labeled--standing above the existing governing boards in matters of common concern. This attracted some support because the members were keenly aware of the need for coordinated institutional governments and mindful of the severe trials the liaison committee had experienced in its former attempts at "holding the line" against aggressive competitive practices of the institutions.

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[1] California Assembly Current Resolution Number 88, 1959.

[2] Master Plan Survey Team, op. cit., pp. 46-47.

The Regents were of the opinion that such a board could not be established with any substantial authority over the Regents without going to the electorate for amendment of Article IX, Section 9 of the state constitution, which guarantees the autonomy of the University of California. This they opposed doing. The survey team realized that a constitutional change opposed by one segment was unlikely to be adopted.[1]

Members of the survey team pointed out to the author that there was a minority group who advocated the idea of a single governing board for all higher education in the state. However, the report states that at no time did a specific version or draft of a single-board plan receive wide acceptance. It was thought by some University representatives that the single board would be the Regents. Some state college representatives felt that it would need to be an entirely new board, with no carry-over members. Furthermore, there was the question of whether the constitutional autonomy of the Regents would extend to a single board governing both the University and the state colleges.[2] According to those members of the survey team interviewed by the author, it was the same fear of "tampering" with Article IX, Section 9 of the constitution, plus the impasse over the identity or composition of the membership of this single board that defeated this idea.

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[1] Loc. cit.

[2] Master Plan Survey Team, ibid., p. 44.

The alternative to the single-board plan was the creation of separate but parallel boards. This idea, supported by the state college representatives, finally was accepted by the University. However, it did not provide for a coordinating mechanism, and such mechanism obviously was needed now because competition between the two segments could become intensified under these circumstances.

The compact reached during the December joint meeting of the Regents and state board of education was an agreement to recommend to the legislature the creation of a new board, the trustees of the state college system, founded under the state constitution, and then to create, also under the constitution, an advisory coordinating council representative of all segments of higher education, with closely defined functions prescribed for each of the public institution segments. This, they hoped, would provide liaison with and between the segments of higher education and liaison with the legislature and state executive offices.[1]

The survey team commented on its proposal for coordination as follows:

> The Liaison Committee, since 1945, has had a remarkable record of agreements reached, but the fact is increasingly obvious that enforcement will require more sanctions than are available at present. . . . the coordinating agency will require considerable

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[1] Master Plan Survey Team, ibid., p. 51.

influence.[1]

> Its effectiveness and its influence with the governing boards, the Governor, the Legislature, and the public will flow from its mastery of the problems of higher education. If the Council -- along with its staff -- performs well, confidence in its recommendations and their rate of acceptance will be high.[2]

Reasons for an Advisory Council

In the light of the consideration which had been given earlier in its deliberations to more authoritative forms of coordination, i.e., the ideas of a single governing board and of a so-called "super board," the author interviewed eight members of the survey team to inquire why they had settled on an advisory board, with influence that was to be largely "informal." The responses given were that, in the first place, this was the "best agreement" they could get that would be acceptable to both the University and the state colleges. Secondly, it was pointed out that the members of the survey team visualized a Council which would grow in stature and gain confidence and influence with state government and with the institutions over the years as it performed its duties well. They felt that additional powers for the Coordinating Council should come not through surrender of governing powers by the institutions, but rather by transfer of some areas of authority and decision-making exercised by various state offices. Reference to this point will be made again in connection with more recently contemplated procedural changes in the Council.

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[1] *Loc. cit.*

[2] *Ibid.*, p. 54.

Recommendation against Public Members

According to the Master Plan report, there was considerable sentiment for an agency of coordination with public members not connected with any segment of higher education. But after some consideration, the survey team decided to recommend a body composed exclusively of segmental representatives.[1] The members of this team who were interviewed pointed out that this decision was made because of a desire to create an obvious distinction between the governing boards and the coordinating board as types of organizations. Some Regents felt that a coordinating board composed of lay citizens might be mistaken for a board similar and parallel to the governing boards, instead of one which was to be secondary and advisory to the governing boards. It finally became generally agreed among members of the team that the intricate work of the coordinating organization would be such that it would require the experience, advice, and educational expertise of professional educators in order to assure informed decisions. The report stated, "The problems of coordination require a degree of expertness that someone new to higher education is unlikely to have or soon acquire."[2]

The report of the Master Plan survey team was completed on December 17, 1959, and was approved by the liaison committee, the Regents, and the board of education shortly thereafter. With these endorsements, the report was submitted to the legislature on February 1, 1960.[3]

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[1] *Loc. cit.*

[2] *Ibid.*, p. 52.

[3] California Legislature, *Senate Daily Journal, February 1, 1960*, pp. 33-45.

Legislative Changes in the Master Plan

Senate Bill No. 33, calling for adoption of the Master Plan, was introduced on March 9, 1960. During the legislature's consideration of the Master Plan, and prior to its adoption into law, a number of important changes were made in the recommendation of the survey team.

The survey team had recommended to the legislature that the principal features of the Master Plan be proposed to the electorate for incorporation in the constitution of the state. The legislature decided against this move. Senate Bill No. 33 proposed that they be accepted in the form of statutory enactment.[1] The members of the 1960 legislature interviewed by the author pointed out that the reasons for this change centered largely around two factors: The University, after having once approved the survey team recommendations, gave second thoughts to the matter, and opposed giving constitutional status to the state colleges and to a coordinating council which under this protection might grow to become threats to the prestige or authority of the Regents. Secondly, the legislature made the judgment that the organizational machinery of governance for the previously independent state colleges and for the coordination of all higher education institutions in the state should be more accessible to change as these new organizations gained experience, particularly during their formative years.

The second key change made by the legislature in the survey team recommendations was the addition of three public members to the proposed twelve-member coordinating council (three representatives each from the University, the state colleges, the junior colleges, and the private institutions).[2]

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[1] See Senate Bill No. 33, First Extraordinary Session, 1960.

[2] _Ibid._, p. 6, lines 18-19.

The members of the 1960 legislature who were interviewed pointed out that the reason for this change centered around a feeling in the legislature that membership on boards of many state agencies, whether they were regulatory or simply advisory to the state government, should contain representation of public viewpoints. The 1961 legislature, for example, revised the membership of the boards of twenty state agencies which dealt with matters of administration of regulatory and advisory state services by placing one or more public representatives in membership on each. Others have been added since.[1] Furthermore, there was a general feeling in the legislature that three public members would add "balance" to the Council and help break deadlocks which might arise in voting issues.

A third significant change the legislature made in the survey team's recommendations related to voting procedures. The survey team had proposed that all members of the Council be given a vote on all questions, but that action on a junior college matter would require affirmative votes by five of the nine public institution representatives, and action affecting the University or state colleges would require affirmative votes by four of the six state college and University representatives. On procedural matters, Council rule would determine voting arrangements. This voting scheme was to insure that decisions affecting any public institution, particularly the University or the state colleges, would be made primarily by members whose institutions most likely would be affected.

The legislature did not accept this preferential voting system and gave equal voting rights to all members and to each membership segment on all issues before the Council.[2] According to members of the legislature, there was a general consensus that giving virtually a veto power to the University and the state colleges over each other's measures would not reduce competition and would not encourage expeditious decision-making. Having decided to change the membership of the Council, the recommended voting system was no longer pertinent.

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[1] Interview, and report prepared by Assemblyman Gordon Winton.

[2] *Ibid*., p. 6, lines 27-31.

Passage of the Donahoe Act

After several amendments, Senate Bill 33 was passed by both houses and signed into law as the "Donahoe Higher Education Act," named in the memory of Miss Dorothy M. Donahoe, the author of the assembly resolution which had called for preparation of the Master Plan and who had died prior to adoption of the legislation.

Announcement of adoption of the Master Plan attracted great attention in the state and throughout the nation. It was hailed throughout the press as a model of state planning for public higher education. Ben Hibbs spoke of it in the Reader's Digest as a "far-reaching and decisive report . . .an exciting challenge."[1] Time Magazine, in a cover story, characterized it as a "complex fair-trade pattern for California's higher education."[2] Unheralded at the time were the valuable contributions of preceding studies, plans, and experiences, and unmentioned were the still smoldering interinstitutional rivalries.

However, there was broad, if not general, agreement that the times were calling for more positive planning and coordination. In the same Time Magazine story, President Clark Kerr of the University of

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[1] The Reader's Digest, "California Builds Big for Education" (July, 1961).

[2] Time Magazine (October 17, 1960), p. 60.

California is quoted with the comment, "We could have gone along with the guerrilla warfare except for growth, but it would have cost too much; and there was the problem of quality.[1]

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[1] *Ibid.*

CHAPTER III

THE COORDINATING COUNCIL FOR HIGHER EDUCATION

The Master Plan for Higher Education in California is a compact entered into by the Regents of the University of California and the state board of education which was then responsible for supervision of the state colleges and the junior colleges. Through transfer of all responsibilities for operation and control of the state colleges to the Trustees of the State College System of California, the latter body thereby was made a party to this compact. Those parts of the Master Plan which required legislative enactment were written into the Donahoe Higher Education Act, approved by the legislature and signed into law by the governor in April, 1960.[1] The statutes were made a part of Division 16.5 of the Education Code of the State of California. The provisions for coordination are part of the Master Plan compact and they appear in the education code as Chapter V.

Statutory Provisions for the Coordinating Council

The Coordinating Council for Higher Education was created as an advisory body (Section 22700).

The Council was to be composed of fifteen members, three representatives each of the University of California, the state college system, the public junior colleges, the private colleges and universities in the state, and the general public (Section 22700). The membership of the public segment was later increased to six. The University was to be represented by three representatives appointed by the Regents. This was later changed to specify that the University be represented by the President and two members of the Regents, appointed by the Regents.

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[1] See Appendix C for a complete copy of the Donahoe Higher Education Act as amended through 1965.

The state college system is represented by its chief executive officer and two trustees appointed by the trustees; the public junior colleges are represented by a member of the state board of education or its chief executive officer as the board may from time to time determine, and a member of a local public junior college governing board and a public junior college administrator. The junior college governing board member is selected by the state board of education from a list or lists of five names submitted for its consideration by any association or associations of statewide coverage which represent junior college governing boards. The junior college administrator is selected by the state board of education from a list of five names submitted for its consideration by the California Junior College Association.

The private colleges and universities are represented by three persons, each affiliated with a private institution of higher education as a governing board member or as a staff member in an academic or administrative capacity, and appointed by the governor after consultation with an association or associations of such private institutions. This provision was changed to make the governor's appointment subject to senate confirmation (Section 22700).

The Council appoints its own director and may remove him (by the votes of ten members) . . . and appoints persons to such staff positions as the Council may authorize (Section 22701).

The Council prescribes rules for the transaction of its own affairs . . . (Section 22700).

The Coordinating Council has the following functions which are advisory to the governing boards of the institutions and to the appropriate state officials: (1) review of the annual budget and capital outlay requests of the University and the state college system and presentation of comments on the general level of support sought; (2) advice as to the application of the provisions of this division delineating the different functions of public higher education and counsel as to the programs appropriate to each segment thereof; and in connection therewith the Council shall submit to the governor and to the legislature within five days of the beginning of each general session a report which contains recommendations as to necessary or desirable changes, if any, in the functions and programs of the several segments of public higher education; and (3) development of plans for orderly growth of public higher education and the making of recommendations on the need for an allocation of new facilities and programs.

The Council has power to require the institutions to submit data on costs, selection and retention of students, enrollments, plant capacities, and other matters pertinent to effective planning and coordination and to furnish information concerning such matters to the governor and to the legislature as requested by them (Section 22704).

Differences from Previous Coordinating Organizations

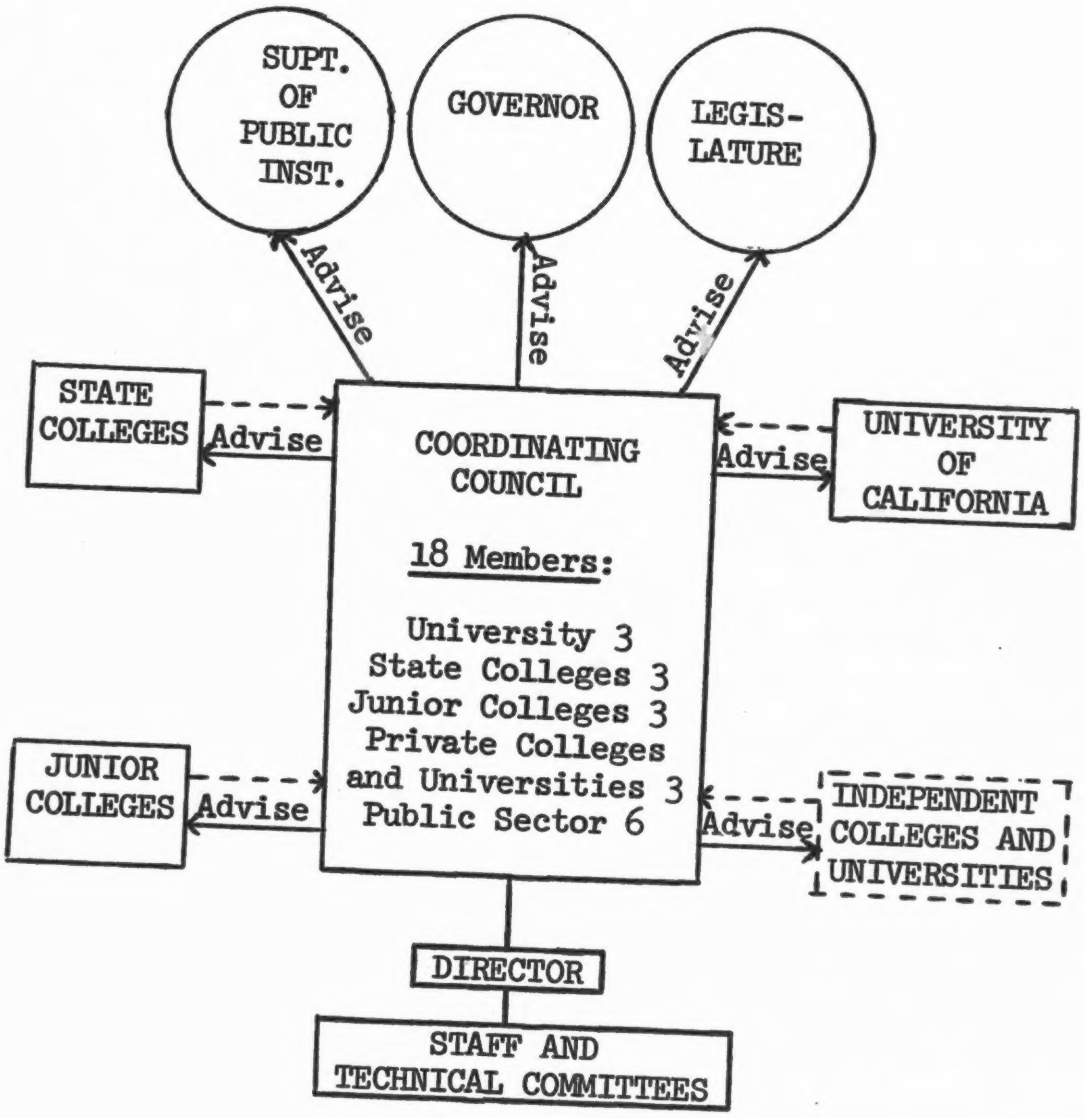
As shown in the previous chapter, coordination of higher education was not a new idea in California. However, the Coordinating Council created by the Donahoe Act is a distinctly different concept of coordination from that which had been practiced in the past, and the Donahoe Act created a completely new type of organization to fulfill this function.

This Council, in the provisions of its founding legislation, differs from previous coordinating mechanisms in that: (1) By reason of its statutory enactment, rather than organization on a voluntary basis, the legislature gives it specific responsibility to coordinate the state's higher education effort.

Figure 2

Coordination Structure

California Coordinating Council
for Higher Education[1]


SUPT. OF PUBLIC INST.
GOVERNOR
LEGISLATURE
Advise
Advise
Advise
STATE COLLEGES
Advise
COORDINATING COUNCIL
18 Members:
University 3
State Colleges 3
Junior Colleges 3
Private Colleges and Universities 3
Public Sector 6
UNIVERSITY OF CALIFORNIA
Advise
JUNIOR COLLEGES
Advise
INDEPENDENT COLLEGES AND UNIVERSITIES
Advise
DIRECTOR
STAFF AND TECHNICAL COMMITTEES

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[1] Master Plan Survey Team, _op_. _cit_., p. 53. Changed to show membership composition as of 1966.

For this reason, it can be expected to have more influence than that enjoyed by any previous body. (2) Provision has been made for a permanent director of high professional standing and an adequate professional staff which is responsible only to the Council and not to any of the institutions or segments. (3) Unlike the previous coordination agreements, this Council has been given specifically defined functions and duties and is answerable to the governor and to the legislature for its performance of these duties. (4) It has been given certain powers, however limited, to require submission of all data relevant and necessary to its work, and to insist upon cooperative effort.

The literature of educational coordination reveals that the opinions of leaders of public higher education toward coordination and the organizational form it should take have changed in the years of this century--and particularly in the years of this decade.[1] The necessity for coordination has become more apparent to them, and many have come to accept the notion that unlimited institutional autonomy must be tempered by the limited ability of the state to finance all necessary expansion of facilities and educational programs. These changed opinions represent an acute awareness of the impact of vast new numbers of students demanding higher education, the equally vast expansion of the volume and complexity of knowledge to be taught, and of the increasingly complex nature of educational institutions and their sponsoring governmental agencies.

The changes in coordination of higher education in California also reflect these changed opinions. They may be seen in the new organizational patterns developed in the Master Plan and in the changes which have been made since the Donahoe Act.

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[1] Particular reference is made to the papers presented at the September, 1964, Annual Conference of the American Council on Education which, together with other related papers, are published in Logan Wilson (ed.), Emerging Patterns in American Higher Education, op. cit.

Membership Segments

Council membership is composed of five segments, or groups of members, each representing a different constituency. The members representing the three public institutional segments are selected by their respective governing boards. Those of the other two segments are selected by the governor, with senate concurrence, and chosen from educational leaders of private universities and colleges and of the general public.

As is true of other representative legislative bodies in our society, it may be said that the members are called upon to fulfill two roles--that of the "statesman" and that of the "representative" of a constituent body. Thus, the institutional segment members representing the governing boards look after the particular interests of their respective institutions as these interests become involved in Council deliberations. They also are called upon to take the role of educator-statesmen, as members of a body charged with a major responsibility to the welfare of the state. The public representatives are expected to be spokesmen for the interests of the public in higher education however and wherever those interests are articulated. They are expected to have a sympathetic understanding of the interests, welfare, and livelihood of the higher education institutions when they participate in Council decisions. The Council is, therefore, a federal body of constituency representatives; it is also a unitary body, ancillary to state government and charged with responsibility for action programs and vital decisions.

Members of each membership segment of the Council were asked during the interviews to state their conceptions of their own primary roles as Council members as well as those of their colleagues in other segments. The responses fell into three general areas: "to represent the interests of the general public," "to represent the best interests of higher education in the state," and "to represent the interests of their own institution or institutional segment."

Two-thirds of the public segment regarded its primary role on the Council as that of "representing the people of the State" and the remainder responded, "representing the best interests of higher education." Their colleagues on the Council responded in the same proportions regarding the role of the public members.

The three private institutions' members each responded differently concerning their primary roles; one saw his role as "representing the interests of private institutions," one as "representing the public," and one as representing the "best interests of higher education." Colleagues of these members were about evenly divided in their opinions on the roles of the private institutions' representatives, with one-half feeling they are there to represent their institutions and one-half feeling they are there to represent the general interests of all higher education.

Two-thirds of the public institutions' segment felt that the primary role was to "represent the interests of their own institutions" in Council affairs, and one-third took the view that the primary role was to represent the "best interests of all higher education." Colleagues of the public institutions' representatives were divided in the same proportions regarding their conceptions of the public institutions' representatives' roles.

How these members of the various segments fulfill their roles, the parochial or global viewpoints they bring to Council deliberations, and the degree of their interest and participation in Council affairs, determine the very nature of the Council and shed light on its effectiveness as a quasi-public, quasi-governmental decision-making body. Examination of their participant roles and activities offers a background for understanding the human integrants which shape the Council and which have contributed to the growth, maturation, and structural changes of the Council, which are subjects of later analysis.

In the course of the following discussion, references will be made to content analyses of the official minutes of the Council. Tables setting forth these data are included in the Appendices. Appendix D shows the record of attendance of members within each of the five segments. These attendance records illustrate the degree of attention each segment gave to having its full voting representation present at Council meetings. Appendix E offers an analysis of the degree of activity in Council affairs by members and by segment groups in terms of two quantifiable factors--the number of motions for Council action initiated by each member, expressed as a total of motions made, and the number of times the minutes reflect a member's participation in Council discussion, as expressed by the number of individual "name-mentions" to the total of such mentions in the minutes.

Such quantification, of course, does not give weight to the matters of varying significance and importance in which the members originated action or participated (though purely procedural matters such as motion for adjournment, approval of minutes, calls for votes, and other incidental actions were omitted from the tallies); however, the author believes that the data are relevant to the descriptions of the roles and activities of the membership segments. Data from these analyses are used as a basis for the information in the sections which follow.

Junior College Segment

The junior college representatives are the least organized of the three public institutional segments because, as contrasted to the other two, they do not represent a single institution or organization.

Outside of Council meetings they have fewer occasions for personal contact, and the organizations they represent--the state board of education, a local public junior college governing board, and a public junior college administration--often have varying opinions on matters related to Council affairs.

The statutory designation of the junior colleges as a segment of public higher education was only established in 1960 in the Donahoe Act,[1] they having been considered previously a part of the secondary educational system. Because their governing boards are local and autonomous; because the majority of their revenues come from local rather than state resources; and because some aspects of their regulation are in the hands of the state board of education, this segment cannot speak with the same power and with the same unified backing as can the state college and University segments. In early 1965, a Council staff report recommended the establishment of a separate statewide supervisory board for the junior colleges and their removal from the supervision of the state department of Education, to coordinate these institutions better and give them a more powerful and unified voice in higher education affairs in the state. Junior college opinion on this matter has been sharply divided. The Council vote on this matter failed of passage by a tie vote, seven to seven (one member of the Council being absent), with the junior college segment votes lined up in opposition to the measure. The Council then voted to defer decision on this matter until a special study could be made of the whole subject of the governance of the California junior colleges. This study will be acted upon by the Council in late 1966 or 1967.

Two members of this segment have been in attendance at every meeting since their appointments

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[1] California Legislature, 1960, First Extraordinary Session, Senate Bill No. 33, p. 1, lines 8-10.

(1960 and 1962); however, the attendance of most members who have represented the state board of education has been very irregular.

Junior college members tend to enter Council debate only when matters involving their segment are under discussion. As a result, participation of this segment has been lower than that of the other segments. The junior college members have introduced fewer motions. They have participated in Council discussions to a lesser extent, except in 1963 when proposed new state colleges directly involved their interests.

The State College Segment

The members of the state college segment represent a recently founded system still striving for organizational unity. The Donahoe Act of 1960 created the Trustees of the California State College System, an organization which brings sixteen colleges into single governance. In the passage of the Donahoe Act, the legislature denied the colleges the constitutional status enjoyed by the University, and denied them a large measure of autonomy in management of their internal affairs. They are still under the surveillance of the department of finance and a number of other state agencies. They have had the support of the Council, particularly in recent years, in their efforts to gain more fiscal and operational autonomy. Some progress has been made, but they are still keenly aware of the higher status of the University in this respect.

There are state colleges which are old in years and others which are very new. The system has valued traditions to protect, and has as well the vigor of newness. The system in gaining new strength and organizational unity, and the volume and quality of its staff work and reporting (a notable past weakness) is improving, according to Council staff observers.

Attendance at Council meetings by members of this segment has been irregular. In 1964 when the Council met twelve times, there were only six meetings when the state college segment was present in full force, and on one occasion it had only one member in attendance. With only a few exceptions, absent members have been represented by alternates, and when the member and alternate were both absent, voting proxies were given to other members of the segment so that the voting strength of the segment was nearly always complete. The attendance record of the present members of this segment has improved considerably.

The University Segment

The University segment members represent the traditionally strongest element in public higher education, because of the University's prestige and constitutional autonomy. As shown in the preceding chapter this prestige was used to shape the advisory structure of the Council recommended by the Master Plan survey team. However, the legislature has sought to curb this power in the interests of interinstitutional coordination, as will be shown in succeeding chapters.

Its powerful Academic Senate, conservative on matters related to external power relationships, has often placed the segment in uncompromising positions and drawn strong opposition of other segments and external agencies. To cite one recent instance--several University Deans, voicing the opinions of the Senate, opposed a staff recommendation for intercampus standardization of admission requirements of junior college transfer students as an invasion of faculty jurisdiction, and the measure subsequently was tabled.

The University's presentations to the Council show that its staff work is thorough and of high quality. It was the opinion of more than half of the Council members that the University's planning procedures are more elaborate and more diligent than those of other institutions or segments.

As will be shown in succeeding chapters, the growing strength of the Council has made the University somewhat critical of the Council's manifestations of influence in administrative affairs of higher education. President Kerr, for example, is quoted as saying that "the Council has become another layer of bureaucracy between us and the Legislature."[1]

The individual attendance records of the University members have been poor in relation to those of members of other segments. Except for the two organizational meetings in 1960, no member has had a record of perfect attendance in any succeeding year. President Kerr's attendance has been the most infrequent. In 1963, he personally attended only two of the eight meetings and, in 1964, he attended only four of the twelve meetings ~~of the Council.~~ This segment has made wide use of alternate representatives, as well as the right to use voting proxies so that each representative's vote was available at between 85 and 100 per cent of the meetings in each year. This pact was a major reason for the reforms of voting precedures explained in the following chapter.

The Private Institution Segment

The private institutions' representatives, having fewer issues of direct interest to their institutions before them on Council agendas, have tended to take a global viewpoint of the state's higher education affairs. In the interviews with the present members and one former member of this segment, all members but one defined their roles on the Council as being primarily that of representing the interests of the public and the "best interests" of higher education. While one member felt that his first allegiance was to the interests of the private institutions, he nevertheless felt that he had been appointed to lend his general expertise in educational administration to the affairs of all of higher education.

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[1] See Los Angeles Times, Los Angeles, California: January 10, 1966, p. 33.

With the advent of recently enacted federal legislation in aid to higher education, and the assumption by the Council of the administration of several of the federal programs within the state, the private institutions' members will have a much stronger stake in Council deliberations since they are equally eligible with the public institutions for funds under most of these programs. This point will be discussed in further detail in Chapter VI.

In the years prior to 1963, attendance by members of this segment was inconsistent. Since they did not enjoy the privilege of appointing alternate representatives and rarely exercised the privilege of voting by proxy, the segment very often was not present in full voting strength. However, since 1963, all members of the segment have been present for a majority of the Council meetings each year.

Analysis of the Council minutes shows that members of this segment have taken a leading role in Council debate as well as in initiation of motions presented to the Council. However, two of the three present members received their appointments within the past year and have not as yet taken a leading role in Council debate. These members have historically functioned as individuals, rather than as a group. However, interviews with the members disclosed that on two recent occasions this segment had held a caucus to determine a group position on a matter before the Council. This may be indicative of a new role in Council affairs for this segment.

The Public Segment

The competence and dedication of this group of private citizens to the affairs of higher education in California has been a major force in shaping the

Council and guiding it through its perilous middle years. As will be shown in succeeding chapters, it was largely through the efforts of this group in 1963 and 1964 that interinstitution rivalries over locations of new campuses were pacified and a new confidence in the Council established on the part of the legislature. It played a major role in the reorganization of the Council in early 1965.

This segment always had included two or three politically oriented individuals, and it was largely through the efforts of these members that more effective communications were established between the Council and the legislature. The segment includes two prominent attorneys from opposite ends of the state, both with firm political connections in Sacramento. It includes a retired college president, two industrialists, and a management consultant active in the area of educational finance and administration. Geographically, it draws two members from southern California, one from southern San Joaquin Valley, and three from northern California, one of whom has important business connections throughout the central valley.

During the Council's first full calendar year (1961), this segment played a minor role. Each member was absent from half or more of the meetings in that year, and its full membership was never present. During that period, some of its members expressed displeasure with the role of being a mediator in the disputes between the University and the state colleges. Since December, 1962, this segment has become an increasingly important force in Council affairs. This is due largely to the appointment of Mr. Bert Levit, who brought to the Council expertise in public law and finance, and to Mr. Warren M. Christopher's leadership in bridging political relations between the Council and legislature. In 1965, Dr. Arthur Coons was reappointed as a public member, and elected president. All these factors, plus the segment's presently doubled voting strength, have placed this segment at its strongest position to guide Council affairs.

Conclusions

This Council, as presently constituted, presents a unique organizational structure. It is an organizational entity with certain required functions and a set of goals based on historic needs and a contemporary urgency for interinstitutional cooperation.

Its members are groups of members. Half of them represent the member institutions which are the primary concern of the organizational activity. The other half, appointed as individuals, serve in groups; three because they are affiliated with cooperating private institutions, and six because they are expected to represent the welfare of the citizens of the state. The representatives of the three public institution segments are appointed by their institutional boards for single calendar-year cycles and some are frequently changed or "rotated." Their conduct on the Council is not so much as individuals, but as members of the three-person team representing a member organization. The members who are chosen for their private institutional affiliation have historically conducted themselves on the Council as individuals, although the recent caucuses of these members as disclosed in the interviews are indicative of more group cohesiveness. The public members, recently augmented in numbers and including several forceful and influential persons, have to be regarded as the dominant force on the Council. The implications of their new voting influence will be analyzed in Chapter V. The author's observation is that the present membership of the Council represents the most attentive and publicly responsible group yet assembled.

CHAPTER IV

ORGANIZATIONAL AND PROCEDURAL CHANGES

Significant changes have taken place in the working mechanisms of the California Coordinating Council. Some of these changes and new developments emerged from the trial-and-error experiences of founding a new organization and attending to the affairs of its growth, maturation, and response to new problems. Others formed a series of apparently related changes started in early 1965 and continued to the present time. The need for these changes in many cases was self-perceived, reflecting the results of introspective review of the organization and its functions; others reflected organizational adjustments to pressures, criticisms, external threats, and the continuing conflict which is the essential repertory of coordination organizations.

This investigation disclosed a series of organizational and procedural changes, dating from January, 1965, which seem to constitute a reform movement; there is evidence indicating they sprang from common roots. This will be borne out in examination of the reasons for several of the changes which will be discussed in this and the following chapter. The roots of these changes lie in the successful outcome of the decisive 1963-1964 struggles of the Council with the legislature and the state colleges over new-campus authorizations. According to legislators and Council members prominent in the debates of those years, a Council defeat at that time could have destroyed the usefulness and, indeed, the very existence of the Council. These sources attribute the succeeding changes to the lessons learned from the experiences of this struggle. In 1965, a new director of the Council was appointed and he has stressed action programs and improvement of the Council's internal and external relations. That year also marked the emergence of an active group of appointed members who have given strong support to the new director and his reorganization proposals.

The areas of internal change examined in the course of this study and discussed in this chapter are:

1) Execution of the Council's three basic functions as prescribed in the Donahoe Act
    a) Recommendations for authorization of new campuses
    b) Advice on differentiation of institutional functions
    c) Comment on general level of institutional support
2) Staff and committee organization
3) The Council move to Sacramento
4) Voting procedures
5) Appointments and terms of office.

The consequences of changes in these areas may be seen in the various effects they had upon the basic coordinating processes of the Council: its decision-making processes, its relations with the state legislature and executive offices, its position of influence and authority in relations with the institutions, and its posture of leadership of higher education affairs in the state. Therefore, these changes and the reasons they were made are significant mainly because they altered in some manner these basic coordinating processes.

Changes in Execution of the Council's Prescribed functions

The Master Plan described with considerable precision the organizational structures and functions for the institutions of public higher education. It was less precise on matters related to the organization and functions of the Coordinating Council. For example, it left undetermined, or left for Council interpretation, such matters as the scope of its functions in relation to surveillance of institutional plans and programs, the breadth of its authority for areas of advice to the institutional boards, and the manner in which it was to implement its actions.

Consideration must be given to the early and somewhat irresolute efforts of the Council to establish the order of its house, and to define its role, its purposes, and its procedures more succinctly than had been done in the Master Plan. There was great concern over possible impingements on institutional autonomy. For example, the document "Scope and Functions of the Council . . ." adopted in November, 1961, defined the Council as "an agency of cooperation, not coercion" and as a "fact-gathering and planning agency."[1] It will be shown that in more recent documents adopted by the Council, this organization has changed several aspects of its scope and its functions as a coordinating agency.

The first formal procedural guidelines for execution of the Council's basic functions were not developed until 1962, one and one-half years after the Council's first meeting. In each case, the original organizational plan and the operational procedures established to execute these basic functions were submitted to test in an arena filled with external pressures for action (primarily legislative) and internal pressures demanding caution against transgressions of institutional prerogatives, autonomy, or historic status. In one case, as will be described, the fact that original policies were not changed in spite of these pressures takes on a very particular significance. In others, the changes might properly be characterized as a continuing search for effective procedures not yet found; and, hence, further change is predictable.

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[1] See Appendix F.

Recommendations for Authorization of New Campuses

The Council's execution of this prescribed function is based upon the 1960 Master Plan agreement that in 1965 and again in 1970 careful study would be made by the Council of the needs for additional University and state college campuses, with priority consideration to be given to a list of specified areas to be considered for new state colleges.[1] Fundamental to the Council's authority in this area is the legislature's policy declaration embodied in the Donahoe Act, which reads:

> It is hereby declared to be the policy of the Legislature not to authorize or to acquire sites for new institutions of public higher education unless such sites are recommended by the Coordinating Council for Higher Education . . .[2]

In 1962, the Council adopted a document on "Procedures for Determining the Need for and Location of New Facilities."[3] The criteria established in this document[4] are still used by the Council in its consideration of new campus locations. The only change has been provision for advance acquisition of sites for new campuses, prior to authorization for construction, in areas of "definite ultimate need" and under specified circumstances related to land availability and increasing land values.[1]

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[1] California Legislature, Senate Daily Journal of February 1, 1960, p. 42.

[2] Statutes of California, Chapter 1, Education Code Section 22501.

[3] Coordinating Council, Minutes of Meeting of January 24, 1962.

[4] See Appendix G.

The significance in the Council's custodianship of this function lies not in a change of policy or procedure, but in the fact that change was not made. This is explained in the successful outcome of the Council's struggle to protect and retain this function through 1963 and early 1964.

During its 1963 session, the legislature received a number of proposed bills for the establishment of new state colleges well in advance of the schedule proposed in the Master Plan and without reference to the Council study of need for such facilities, scheduled by law for presentation in 1965. Heavy pressure was brought to bear by local community interests, their representatives in the legislature, and by the state college trustees for establishment of new colleges in several areas--Kern, San Mateo, and Ventura counties in particular.

In April of 1963, the Council acknowledged these pressures, as well as a direct request from the governor that it examine the need for an institution of public higher education in the southern San Joaquin Valley, and undertook the preparation of an Interim Report on the Need for Additional Centers of Higher Education for submission to the legislature to make known the conclusions of the Council based upon data and information then available.[2]

The report recommended that no action be taken by the current legislature to establish a new state college or University campus during the current (1963) legislative session. It stated that before making specific recommendations on the need for additional facilities the Council must await further implementation of Master Plan recommendations on admission, transfer, and retention of students, reduction of lower division enrollments in the University and the state colleges, diversion of lower division students to the junior colleges, and must also have further information regarding future statewide needs. It also stated the desirability of waiting for the new department of finance enrollment projection and results of the Council's own study, then under preparation, of utilization of existing facilities in the public institutions. It stated that by 1965, the date set in the Master Plan for the first reexamination of the need for new state colleges and University campuses, the Council could better appraise the impact of the above factors. It, therefore, would submit to the 1965 session of the legislature a statewide study of California's need for additional new centers of public higher education, including the junior colleges, in light of the then existing conditions, and issue an updated report each five years thereafter.

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[1] See Coordinating Council, Staff Report 65-9, April, 1965.

[2] Coordinating Council for Higher Education, Staff Report 63-2, 1963.

The comprehensive report on the need for additional centers, promised for the 1965 legislative session, was prepared by the Council staff in November of 1964.[1] This report contained the recommendation that the Council advise the legislature that it should [only] authorize in 1965 a state college in Kern County and that advance acquisition of a site could be started. It advised that *no other* colleges should be authorized prior to 1970. This last provision was aimed at proponents of state colleges in San Mateo and Ventura counties. It also advised that there was a "definite ultimate need" for University campuses in the Los Angeles area and in the San Francisco Bay metropolitan area. It stated that the Council would conduct statewide surveys of existing needs and advise the legislature not later than 1969 and each five years thereafter until all needs had been met.

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[1] California Coordinating Council, *California's Needs for Additional Centers of Public Higher Education*, Staff Report 64-11, November, 1964.

In the meeting of the Council's committee on physical facilities on November 23, 1964, the state college officials, with the backing of a number of influential legislators, argued against the staff's proposed delay of authorization of the state colleges other than the one in Kern County. There was a lengthy and heated debate which went on well into the evening, and the committee finally voted to amend the resolution proposed by the staff and remove the provision which would delay all but one campus (Kern County) until 1970.

The debate was resumed again when the full Council met the next morning. The report of the committee action (amending the staff proposal) was vigorously opposed by the University of California and by the private universities. It was supported with equal vigor by the state colleges and by a number of legislators who were present to plead for immediate approval of the new state colleges in their districts. Finally, a compromise was effected, and the recommendation was amended to read, "It appears at this time that authorization for the establishment of one of these three campuses /i.e., Kern County/ may be recommended by the Coordinating Council to the legislature prior to 1969 and the second and third campuses /i.e., San Mateo and Ventura counties/ in 1969 or thereafter."[1] With this amendment, the recommendations of the staff study were accepted by the Council by a nine-to-five vote, with two of the three junior college votes joining the three votes of the state colleges in opposition.

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[1] Coordinating Council for Higher Education, Minutes of Meeting of November 24, 1964. Sacramento, p. 12.

This was a crucial decision for the Council. The importance of the decision was described by San Francisco Chronicle education writer, James Benet:

> The issue is whether the Governor and the Legislature will accept the decisions of the Coordinating Council for Higher Education on the establishment of new colleges and new University campuses.
>
> If they don't, the political log-rolling -- which five years ago brought into the Legislature well-backed proposals for more than 20 new state colleges -- will begin again more vigorously than ever. This was just what the Council was established to prevent.
>
> But if they do, there will be some bitterly disappointed legislators.
>
> The pressures on the Council . . . came close, it appeared, to wrecking its authority even before the proposals went forward.[1]

The 1965 legislature subsequently accepted the Council recommendations, thus honoring their commitment to make no new campus authorizations unless they were recommended by the Council. The director of the Council was quoted as having said that "the Council has finally shown some muscle."[2]

The significance of this experience lies in the fact that the intent of the Master Plan and the functional relationships of the Council to the legislature with respect to new campus authorizations were not changed.

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[1] San Francisco Chronicle (November 30, 1964), p. 12.

[2] Ibid.

Consequences--The outcomes of this experience are many and they have had marked effect on the Council's subsequent relationships with the institutional boards and with the legislature. Some members of the legislature and several members of the Council became fearful that a head-on conflict between two powerful segments could obstruct effective Council action or that a coalition of two segments with strong political backing could dominate Council decisions. This was the root cause of the statutory changes made by the 1965 legislature. It also led to a number of self-initiated Council changes.

The single fact that the Council withstood the political pressures in the 1963 legislature, as well as the strong forces within its own membership, to change the criteria and the time schedule for establishing new campuses gave it a new confidence in itself and a new stature in the eyes of the legislative leaders. This observation is based on the responses to the interview question, "Do you feel that the Council *now* holds the confidence of the Legislature for fulfillment of this responsibility [for new-campus authorizations] . . . ?" The legislators saw in the Council an agency which could "take the heat out of some of their decisions"; that is, they could rely on Council advice to help them counter pressures put on them by local or factional political forces who wanted the prestige of college or university campuses in their districts, or ones which would serve particular interests. This gave the Council new influence in the legislature--influence which might be transferable to Council-legislature relationships in areas other than new-campus matters.

This experience also had an effect on the Council's relationships with the governing boards of the public institutions. The show of strength culminating in the November, 1964, Council meeting was visible evidence of the Council's potential power, and undoubtedly it paved the way for the Council to agree later upon more authoritative procedures for obtaining institutional compliance with its advisory directives in areas such as differentiated or duplicatory functions, fiscal reporting and budgeting prodecures, and articulation problems.

This experience alone did not immediately establish the Council as the leader in higher education affairs in the state, but it may well have planted the seed of this leadership. The Council changes which followed this experience, and which in large measure are attributable to it, appear to have strengthened this potential leadership role.

Advice on Differentiation of Institutional Functions

It was pointed out to the author during the course of the interviews that the University originally favored the Master Plan recommendation that the statements of differentiated institutional functions be incorporated in the state's constitution, but that the legislature favored the more flexible arrangement of statutory enactment which was preferable to the other public institution segments. A delicate area of Council decision-making has been differentiated institutional functions. It touches closest upon the sensitivities to academic prerogatives. Surveillance of this area, in the desire to avoid costly and unwarranted duplications of programs, has been difficult.

In 1962, the Council adopted a document on "Procedures for the Differentiation of Function and Planning for Orderly Growth Among the Segments of Public Higher Education."[1] The import of this document was founded on the following statement:

> The Council reaffirms its belief that each segment of public higher education

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[1] Coordinating Council for Higher Education, Minutes of Meeting of April 28, 1962, Sacramento, p. 4. See Appendix H.

> should be the competent custodian of its differentiated functions . . . . A corollary is that each segment must make certain that it is performing only its legitimate functions.[1]

This document stated that whenever problems relating to differentiation of institutional functions arose among the segments an endeavor should be made by the segments to negotiate among themselves to find adequate solutions. Only if specifically requested, would the Council undertake a study of alleged infringements and request the segment or segments concerned to submit pertinent data and a statement of justification of their position or positions. The Council then would issue an advisory report to the segments concerned and to appropriate state officials.

This procedure was never followed formally, largely because the institutions were hesitant to lodge formal complaints. However, there is evidence, based on the author's conversations with members of the Council and its staff, that informal complaints of alleged violations continued to be made by various public institutions.

In an effort to bring problems related to institutional functions into the open, this method of passive control was changed to one of periodic surveillance. In September, 1964, the Council adopted a document on "Procedures for Review and Comment Upon Academic Plans."[2] Under this new plan the staff would review academic plans submitted by the state colleges and by the University, compare them with programs in their current catalogs, and develop comments about

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[1] *Ibid*.

[2] Coordinating Council for Higher Education, *Minutes of Meeting of September 29, 1964*, Sacramento, p. 3.

any changes that were apparent. The programs would then be compared with the institutional functions as they were delineated for each segment in the Donahoe Higher Education Act.[1]

Under these newly adopted procedures the Council presumably would be in position to take action itself to bring about compliance by the segments with the differentiated functions specified for them, and would not wait for action to be initiated by one segment lodging a complaint about an infringement by another. This reflected a changed attitude of the Council toward assuming a more authoritative position of surveillance and enforcement.

The Council report made note of the fact that it was in a position to exert influence to back up its findings and recommendations regarding any infringement of segmental differentiation of functions through the power of its recommendations to the governor and to the legislature on budgets.[2] If it should determine that programs of an institution were not in line with assigned functions, or were duplicatory, the Council had the power to recommend that they not be funded. This power has not been used in a formal disciplinary manner, but the threat of such power undoubtedly gives added influence to Council recommendations.

The Donahoe Act specifies that the Council ". . . shall submit to the Governor and to the Legislature within five days of the beginning of each general session [every two years] a report which contains recommendations as to necessary and desirable changes, if any, in the functions and programs of the

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[1] See Appendix I.

[2] *Ibid.*, p. 2, Section II, A, (5).

several segments of public higher education; . . ."[1] In spite of occasional arguments over institutional functions, the records show that the only reports submitted to the legislature to date have been simple communications stating that the Council has no recommendations to make. The Council and the staff take the position that the statements of institutional functions in the Master Plan and in the Donahoe Act are still valid and that no amendment to the Act is needed. No mention has been made of any problems associated with institutional compliance.

The problem in this area in not one of changes in the definitions of prescribed functions, but one of proper surveillance to assure compliance with them. An illustration of one of the problems in this connection is seen in a recent case wherein the University presented to the August, 1966, meeting of the Council's committee on educational programs a proposal for establishing a Graduate School of Engineering at its Santa Cruz campus.[2] The report of the Council staff to the committee pointed out that this school had been included in the Academic Master Plan of the Santa Cruz campus in 1960 (which predated the policy change requesting annual submissions to the Council of such plans) and that a total of eighteen steps had been taken in developing the program, including appointment of the first faculty member and approval of Engineering Building I by the Regents. The report then commented:

> The 18 steps listed above suggest that Council review at this stage in the development of the program is too late to be effective or helpful. Council review of new programs could be simplified if, at an early state, the Council could determine that (1) existing programs and potential expansion of existing

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[1] Statutes of California, Education Code Section 22703.

[2] Agenda Tab 3, Council Meeting of August 23, 1966.

> programs on the campuses within the segment are not adequate to accommodate projected needs and (2) no inter-segmental problems relative to unnecessary duplication or undue competition will arise from the establishment of the new program.[1]

The committee recommended to the Council that the program be approved on the basis of the staff report which indicated that the proposed school did, in fact, meet the Council's criteria for such new programs. The Council confirmed this approval but only with complaints about being asked to approve a measure "after the fact [of the school's development] . . ." [2]

Another unresolved problem, according to members of the Council's staff, is the possibility of new programs escaping detection by appearing first as simply a new course or two buried in a catalog of a thousand or more course offerings. After the first year or so, these courses can then be augmented into new programs under the guise of "workload increases" based on enrollment expansion. Workload increases are based largely on formula and are not subject to close individual scrutiny by the Council.

The Council has scheduled for 1967 a thorough review of the effectiveness of its latest change of procedure in 1964 (see above) for execution of this function.[3] An ad hoc committee on academic planning, with representation from the staffs of all four (public as well as private) institutional segments, will advise on new procedures which might be developed as a result of the proposed review and study project.

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[1] Ibid., p. 3.

[2] Ibid.

[3] Ibid.

The interviews disclosed that members of the Council favor continued surveillance of institutional compliance with their differentiated functions, although some concern on the part of the University continues to exist over the implication of Council governance--particularly if surveillance is extended to new programs at levels below that of new schools or other major division levels. Unanimous agreement was found to exist on the proposition that the Council's authority in this area should remain advisory and that it should rest on its informal influence with the segments and its ability to "persuade" segments to comply with its advice. No member was willing to express an opinion that this power should be made regulatory in the sense that the Council be given final authority to approve all new programs and to order discontinuance of programs later found to be unnecessarily duplicative. Two appointed members, however, ventured the opinion that if the segments should regularly ignore Council advice in this area, more stringent authority would have to be given to the Council.

Consequences of Change--The Council already has increased its authority--informal and advisory though it may be--by undertaking surveillance of institutional course offerings. It is now reviewing the effectiveness of the informal action of this authority in discouraging ambitious expansions of curriculum offerings which might lead to costly and unnecessary duplications.

The mechanisms for Council decision-making in the area appear to adequate (examination of academic plans, review of performance, and recommendations of action if action seems necessary). The sanctions upon which control can be based (recommendation against budgetary support) are present. Yet there is concern that this mechanism may not be adequate should the Council be faced with a concerted drive by one institution or segment to change significantly its academic functional role from that prescribed in the Master Plan. This concern is the motivation for further study of its procedures by the Council staff.

The leadership qualities of the Council have not been put to test over problems related to differentiated institutional functions, for there have been no severe problems--so far. But the problems may lie just over the horizon--in the burgeoning power structure of the state colleges.

The chancellor of the state college system gave fair warning of this potential problem in his recent description of the growing state college movement:

> The upstart is the state college, or as it is sometimes called, the state university. Whatever it is called, its ancestry is the same--the normal school or teacher's college that has gradually broadened its offerings to match the range and level of the land-grant university or the existing major state institution. This brash, hearty interloper has frightened everybody else in higher education.[1]

If this problem comes over the horizon in California, as it has in several other states, the Council will be forced into a leadership role, for which it will require strong leadership to put reins to the "upstart" and channel its energies into constructive and not wastefully competitive practices. Here is the true challenge of leadership in terms of the "constructive role of coordination" McConnell had in mind in his 1962 essay on higher education coordination.[2]

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[1] Glenn S. Dumke, "The State College Upstart," Saturday Review (August 20, 1966), p. 62.

[2] See Chapter VIII, "The Constructive Role of Coordination," in T. R. McConnell, A General Pattern of American Public Higher Education. New York: McGraw-Hill Book Co., Inc., 1962.

Comment on General Level of Institutional Support

The charge given by statute to the Council is: ". . . review of the annual budget and capital outlay requests of the University and the State College System and presentation of comments on the general level of support sought."[1] While the statutory provision did not require the Council to make comments on the general level of support sought for the public junior colleges, the Council by its own action adopted the policy that review of junior college finance would be included in its advisory reports.

Because this statutory charge is lacking in detail, the Council has developed its own statement of areas of its concern with budgets. Also, because the Council's power is only advisory, the institutions may, and do, go directly to the state officials and to the legislature to defend their requests.

There is more scrutiny of the line-item detail of institutional budgets by state fiscal officers and legislative analysts than is felt by many to be desirable. This is the cause of--but it may also be the result of--frequent and attentive institutional "contacts" with the fiscal and legislative analysts in the capitol. Permanent "legislative relations" offices maintained in Sacramento by each public institutional segment are probably necessary communications channels, but they often raise loud, competitive, and confusing voices in the legislative halls.

The problem of the coordinating agency is to give some measure of unity to those voices without jeopardizing the rightful autonomy of institutions or preempting the legal authority vested in government agencies and the legislature. The Master Plan survey team bypassed this problem when it constructed the

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[1] State of California, Education Code Section 22703.

California coordinating mechanism.[1] It was careful not to offend sensitivities over unfettered autonomy of the institutional boards (primarily the Regents) by giving the Council any authoritative or regulatory powers over institutional budget requests. Rather than this, as was explained in Chapter II, some of the team members had in mind that the Council would inherit authority from the state executive branch by winning the confidence of this branch and thereby "relieving" it of some of its budget review duties.

This notion was given some currency in the early months of the Council, but it soon became apparent that the department of finance really had a much longer "probationary" period (or perhaps an interminable period) in mind before it would relinquish any appreciable degree of its authority. Hale Champion, state director of finance, when speaking before the Council in 1963, might have intended to allude to this notion when he said, ". . . the Council should become a successor to the Department of Finance in making certain higher education judgments."[2] The statement was not amplified and in a subsequent letter written to the Council at the request of the President of the University to "clarify" his statement, he in effect withdrew it.

Officers in the department of finance and office of the legislative analyst feel that they "reluctantly" must make certain educational judgments, according to interviews with them. They feel that such judgments have been necessary because of overriding considerations of public policy. In fact, of the two functions of state budget preparation (as they define them)--"mechanical" (fact-gathering and analysis) and

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[1] Supra, Chapter II, p. 30.

[2] Coordinating Council for Higher Education, Minutes of Meeting of September 24, 1963, Sacramento, p. 6.

"judgmental" (decision-making)--they see the second function as exclusively in the province of the governor and the legislature. The "mechanical" function they would gladly leave to the Council, but they complain that the Council has not shown an inclination or ability to assume this amount of detail work.

Educators argue that there is an area of decision-making that involves only "educational judgment," and that within budgetary limits these decisions should be made by them alone. This argument has never been settled decisively, and perhaps will never be as long as political legislatures support public colleges and universities. Certainly, better understanding of this problem and better educational judgments in budget decision-making will come only in the measure that institutional boards and coordinating agencies gain the confidence of legislative bodies.

Governor Edmund G. Brown made the Council's task no easier when he told it that the Council should look at the budgets of all educational institutions in their relationship with other budgets of state agencies and with total state imcome.[1] Obviously, review and comment on the budgets of state agencies concerned with matters other than education are neither within the scope nor prerogative of the Council; and the relative support apportioned among all the agencies dependent on state support is a matter of public policy which only the legislature can decide. The Council, however, does comment on the relationship of higher educational expenditures to rising state income and offers comparisons of this educational effort to that of other states.

The Council's annual budget reports to date have been devoted largely to interstate comparisons of support given to public higher education, review of institutional budgets and comment on them in relation to overall objectives and Master Plan goals, and to reports of special studies of particular problem areas, such as faculty salaries and admission policies, and their effect upon expenditures. The Council has not been staffed to undertake a comprehensive line-item analysis of budget requests and, in any event, such an undertaking would duplicate the type of review which is the specific legal responsibility of the department of finance and the legislative analyst.

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[1] Coordinating Council, Minutes of October 3, 1960, p. 3.

Since the Council's first budget report to the legislature, in 1962, continuing efforts have been made to improve the procedures for budget review. An example was the action of the Council at its meeting on October 20, 1964, wherein categories designated as "new programs," "improved programs," "program development," "maintenance of continuing programs," "discontinuance and reduction of programs," and "changes in funding" were defined and standardized among the educational institutions for Council use in budget review.[1] But such improvements generally have been made only to meet immediate requirements. The overall Council role in the budget-making process and the desirable scope of that role had not been reviewed fully until recognition of this need at the Council meeting on November 24, 1965, when the Council asked the staff to study the execution of this function and present recommendations.[2] This Council request also noted the fact that the Council, when commenting on the level of support, often had been confronted with decisions already made, hence, an immediate need was improvement in the timing of reports.

Institutional budgets were sent to the Council at the same time they were transmitted to the office of the governor. The Council, therefore, had only a short time in which to prepare its comments if they were to get to the state executive offices in time to be of value in preparing the governor's budget message to the legislature. Hence, they were either late or based on insufficient examination. They tended to support the institutions' requests unless a reason to the contrary was readily apparent. This resulted in a charge of "rubber-stamping" which was voiced by several legislators and Mr. Alan Post, the legislative analyst who stated in his budget report to the 1965 legislature:

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[1] Coordinating Council, Minutes of April 28, 1964.

[2] Coordinating Council, Minutes of February 23, 1965.

> [The Council] has contributed very little through its annual review of the university and state college budget requests, largely because of a failure to adopt a viewpoint which is significantly broader than that of any one of the individual segments.[1]

The December, 1965, report on "Budget Review in Higher Education"[2] adopted by the Council established procedures which respond to at least part of the problem of timing. The Council now receives the tentative budget proposals of the institutions in September; hence, it has time to question the institutions on budget items it feels are not sufficiently substantiated, and it comments only on those it is prepared to defend.

This report advances the thesis that the Council role in the budget-making process cannot be made effective and meaningful so long as two situations prevail: (1) state budget control is based upon an object-classification method of budget preparation (which emphasizes "things to be bought" rather than

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[1] Report of the Legislative Analyst to the 1965 Legislature, Sacramento, p. 312.

[2] Coordinating Council, Report 1022, December, 1965,

"things to be done"), and (2) the present procedures of state budget development and execution continue to interpret educational programs in terms of object items which are reviewed only in this form by the department of finance and the legislative analyst. The report points out that these situations can be altered through the "adoption of program budgeting. . . supplemented by an informative system of performance reporting."[1]

The practice of program-and-performance budgeting has come into general practice in large governmental agencies and industrial firms which practice centralized planning and decentralized operation, as well as in a number of major university systems.[2]

The Council requested its staff to initiate individual and joint conferences as necessary with the director of finance, the legislative analyst, the President of the University, and the chancellor of the state colleges with a view toward improving program-and-performance budgeting and reporting systems. These conferences were held and the new budgetary system was recommended for statewide adoption. In May, 1966, Governor Brown directed that a system of program-and-performance budgeting be installed in all departments of the State of California by 1967-1968.[3] The University of California has used a similar system for several years and it needed only a few alterations.

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[1] Coordinating Council, op. cit., p. 16. For a more detailed explanation of program-performance budgeting, see Appendix J.

[2] Jesse Burkhead, "The Theory and Application of Program Budgeting to Education," Address before National Educational Association School Finance Conference, April 6, 1965.

[3] Edmund G. Brown, Directive to all Government Departments, May 16, 1966.

A system coordinated with that of the University is now being installed in the other public higher education segments.

The author discussed the implications of this new budget system with Council staff members, institutional budget officers, and legislators who were knowledgeable in this area and, on the basis of these conversations, believes there is reason to speculate that a new and changed role for the Council in the execution of its budget review function may emerge from the introduction of program-performance budgeting. Even though it has not been in effect through a full budget cycle, its effects already are becoming visible. In this new role, the Council is able to coordinate its review of long-term educational programs with that of its budget review, for program budgeting requires--in fact is based upon--annual initiation of one phase of a five-year academic program (which is thereby extended for one more future year) of the institution and of each of its operating units. Thus, long-term academic planning becomes a requirement of the system.

This point is illustrated in the types of questions asked by the Council and the types of data requested of the segments in the preparation of the Council's budget comments for the 1967 legislature. For example, in September, 1966, the Council requested the University and state colleges to supply information such as the following in connection with specific programs: "Please define the long-range objectives and intermediate goals of the [specific educational] program." "What is the current level of performance in achieving these objectives and goals?" "What is the effect of this program proposal, if approved, upon subsequent . . . requests for state funds, i.e., what is the long-range financial plan?" It establishes a new format for the requests for funds in terms of "programs" (such as instruction, organized research, public service, etc.) and of "subprograms," or "program elements" (such as agriculture, biological sciences, mathematics, etc.). It asks if alternative methods (and their costs) of attaining goals were considered.[1]

In all probability, the public segments and their faculty administrators will complain about this new way of seeking justification for budget requests. But the executive departments of the state must know that budget requests can be justified and the legislature must determine if requested funds can be made available. Proponents of the program-performance budget system have pointed out to the author that if such questions are to be asked, it is better that they be asked, analyzed, and interpreted by the Council, rather than asked only by the staffs of executive and legislative agencies whose orientation to educational problems and educational needs is further removed.

There is still no empirical evidence to indicate that this new system will make the Council's role more effective in the interests of the state's higher educational system or more influential with the state executives and the legislature. It might be argued that such detailed involvement by state agencies in educational programs will be detrimental to the best interests of higher education institutions whose educational programs must be as free as possible from external authority.

Because of the ultimate responsibility of state officials and legislators for accountable husbandry of the state's resources, it is unlikely that authoritative powers for budget allocations to and among the public higher education institutions will be delegated to the Council. A majority of the members of the Council who were interviewed--appointed members as well as institutional members--felt that the present Council was "better off" with advisory rather than regulatory powers in this area, for similar but not identical reasons.[1] Those appointed members who expressed an opinion on this matter agreed that more could be accomplished through "influence" and "persuasion" and thereby conflict and seeking of political advantage would be minimized. Institutional representatives also preferred advisory powers, but because they favored the "conventional" executive and legislative processes to what they fear might otherwise become "another layer of governance." In fact, one institutional executive stated that his institution felt that they would prefer "to take their chances" with the legislature on requests for budget increments, rather than with the Council. The state officials and legislators interviewed on this question were in agreement that they could not and would not give up their decision-making authority on budget matters. One legislator remarked to the author, "They [the Council] can't take the decisions away from us. We just want them to take the heat out of the decisions before they send them to us."

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[1] Coordinating Council, comments and questions concerning new programs, correspondence directed to the University and state colleges, September, 1966.

In February, 1965, the Council director commented on the continuing problem of the public institutions: "The [Council] should continue to be concerned about the degree to which basic educational decisions are made by the Department of Finance or are suggested by the Legislative Analyst and are thus preempted from the governing boards."[2] Every member of the Council interviewed during this investigation felt that in fact some "educational decisions" were being made by state agencies and legislators. Institutional representatives were more concerned about the "undue number" of such decisions than were the public members.

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[1] The only Council members interviewed whose opinions are not represented in this statement are three newly appointed members who did not feel they had sufficient experience to comment on this matter.

[2] Coordinating Council, Minutes of February 23, 1965, p. 9.

Public members felt that a growing confidence in the Council on the part of state agencies and the introduction of new methods of budgeting and budget review would ease pressures in this regard. This, however, is yet to be proved. Legislators defended their decision-making areas as necessary extensions of public policy, though several criticized some obvious attempts of their colleagues at unwarranted probes into areas of educational policy and details of institutional administration. It is apparent that the line between areas of "educational policy" and "public policy" is drawn differently by the several educational institutions and by the agencies who have responsibility for the provision and legislation of public higher education.

Consequences of Change--Changes and new developments have come about in the scope and methods of the Council's budget review and comment function. All the consequences of these changes in their relationship to the basic processes of coordination cannot be seen at this time, for the most significant change--the introduction of program-performance budgeting--is still too new to gauge its effects. It has been pointed out that the Council, since its founding, has sought in several ways to refine and make more effective its statutory responsibility in this difficult area. If this new statewide budgeting system bears out most of the promise which has been made for it, significant progress will have been made.

The Council's development and refinement of its decision-making processes in this area have been difficult. From the outset, the Council's objective, or end-goal, in this area has been apparent. It is to provide a professional, education-oriented expertise to the process of analyzing and evaluating the budget requirements of educational programs so that the state officials and the legislature can decide more wisely on the extent to which the state is willing to and capable of supporting them. The means for attaining this goal were not defined for the Council in either the statutes or in interinstitutional agreements.

The Council has had to define for itself the scope of its role and devise its own procedures for fulfilling this role and thus attaining its end-goal. It has had to do this in an environment of conflicting forces, both internal and external to its organization. It has had to contend with the concern of its member institutions for their own traditional prerogatives in budget-making and the concern of the institutional boards for individual autonomy. It has had to contend with the concern of state officials and the legislature for the protection and retention of their authority and traditional prerogatives in fiscal matters of the state. As a result, its decision-making procedures had to be devised keeping in mind these conflicting forces. Intermediate objectives in the form of new procedural guidelines were devised in the hope that they would be a means toward attaining the desired end result.

In 1965, the Council took the initiative in urging the introduction of program-performance budgeting on a uniform basis in both the University and the state colleges. If this system proves beneficial, it could become the means of the Council's most direct approach to attaining its end-goal. Judging by the experience of the federal government agencies that have adopted this system, it can be expected that a few years of experience will be needed to prove or disprove its benefits to a coordinated state system of higher education institutions.[1]

The ability of the Council to fulfill this responsibility satisfactorily, however, rests not so much on the procedures it devises or even the decisions it makes (for they are advisory only) as it does upon the degree of confidence it establishes in its relationships with member institutions and the agencies of state government. While the statements made to the author during fact-gathering interviews would indicate that the Council's reservoir of confidence is filling, there are contradictions. Approximately a third of those interviewed and who held an opinion on this matter indicated that some institutions and some state officials are subscribing to a "wait and see" attitude.

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[1] See Charles Hitch, Budgeting for Defense. Berkeley, California: University of California Press, 1965.

It is apparent, in any event, that the Council, in its relations with member institutions, is moving toward performance of more detailed analyses of their budgets. If the state agencies and legislature increasingly rely upon these analyses and the comments of the Council, the end effect will be an increase in the influence, if not authority, the Council will have in its relations with the institutions.

The role of the Council in developing and gaining acceptance for uniform procedures of program-performance budgeting offers indication that the Council is enhancing its position of leadership in the state's higher education affairs. This had been a most difficult area of the relations between higher education institutions and their state funding source, and if the Council has found an acceptable and mutually satisfactory bridge for this relationship, its position of leadership will be strengthened.

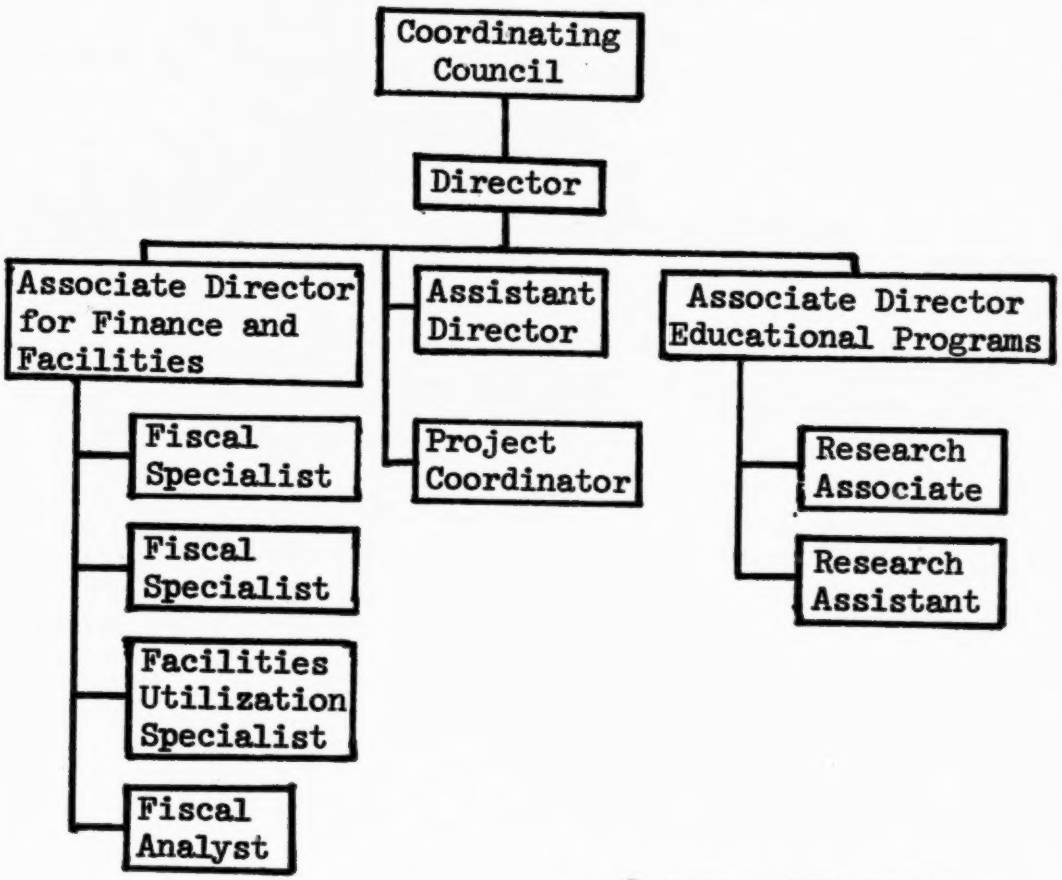
Changes in Staff and Committee Organization

The Council staff, as it was established in 1961, was organized into departments or divisions corresponding to the three basic functions of the Council. The first director appointed two associate directors, one in charge of finance and facilities, the other in change of educational programs. Each headed a staff of research specialists concerned exclusively with matters related to assigned functions (see figure 3).

From the beginning and through the year 1964, most staff work was concentrated in the area of finance and facilities. Fewer studies were undertaken in the

Figure 3

The 1961-1963 Council Staff Organization


Coordinating Council
Director
Associate Director for Finance and Facilities
Assistant Director
Associate Director Educational Programs
Fiscal Specialist
Project Coordinator
Research Associate
Fiscal Specialist
Research Assistant
Facilities Utilization Specialist
Fiscal Analyst

Source: CCHE Staff

area of educational programs. These were done largely through technical committees on continuing education and medical education.[1] In late 1963, following designation of the Council to administer certain phases of the federal Higher Education Facilities Act of 1963, a department supported by federal funds was created for this purpose under a new associate director position.

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[1] See Coordinating Council, Staff Report 66-1, January 25, 1966, p. A-38.

This pattern of organization lacked flexibility to respond to the wide variety of work required of the Council. Most matters assigned to the finance and facilities staff involved considerations of educational programs and, therefore, most tasks were forced to cut across these "departmental" lines.

There emerged from the Council's critical problems of 1963 and 1964 (described earlier in this chapter) two new forces which have altered the form and the thrust of the Council's staff and committee work.

The first of these was a movement toward organizational emphasis on the Council's external relations--the interplay of forces and influence between the Council and the public institutions, the Council and the apparatus of state government, and the Council and the federal government. This movement was spearheaded by appointed members of the Council (the public and the private institutions segments) and gathered support from some of the institutional representatives. It was favored by the legislators who were active in higher education matters. Leaders of this movement blamed much of the 1963-1964 trouble over new campus authorizations on a lack of mutual confidence, as well as on the lack of frequent communication between the Council and the legislature and between the Council and the institutional governing boards. They sought to remedy these problems in new organizational and operational patterns.

The second force was the appointment of a new Council director. He placed emphasis on action programs and an orientation of staff relationships geared more closely to the agencies which were the recipients of Council advice (by the terms of the Donahoe Act)--the educational institutions and the agencies of government. Plans for reorganization of the Council's staff and many of its executive procedures soon were drawn up and approved by the Council.[1] (See figure 4.)

The associate directorships were changed from the previous functional orientation to: associate director - relations with segments, associate director - relations with government, and associate director - federal programs. The rationale for this change was based on the belief, as stated in the director's recommendations, that requests for staff studies and reports could be classified more easily under this orientation of the staff leadership. The remainder of the staff was organized on a "task force" basis. Teams were composed of staff specialists and general research assistants according to the expertise needed to undertake specific tasks and were under the direction of one of the associate directors.[2]

The staff has increased in size and, in the opinion of most observers, it has improved markedly the quality of its output of reports and research studies. But of much more significance, it is now emerging as an active participant in Council decision-making.

The director has made a policy of backing up staff recommendations with a strong stand on the issues as the staff sees them. He participates in Council debates and argues the position of the staff recommendations, though he does not participate in the voting. In a statement to the assembly education subcommittee

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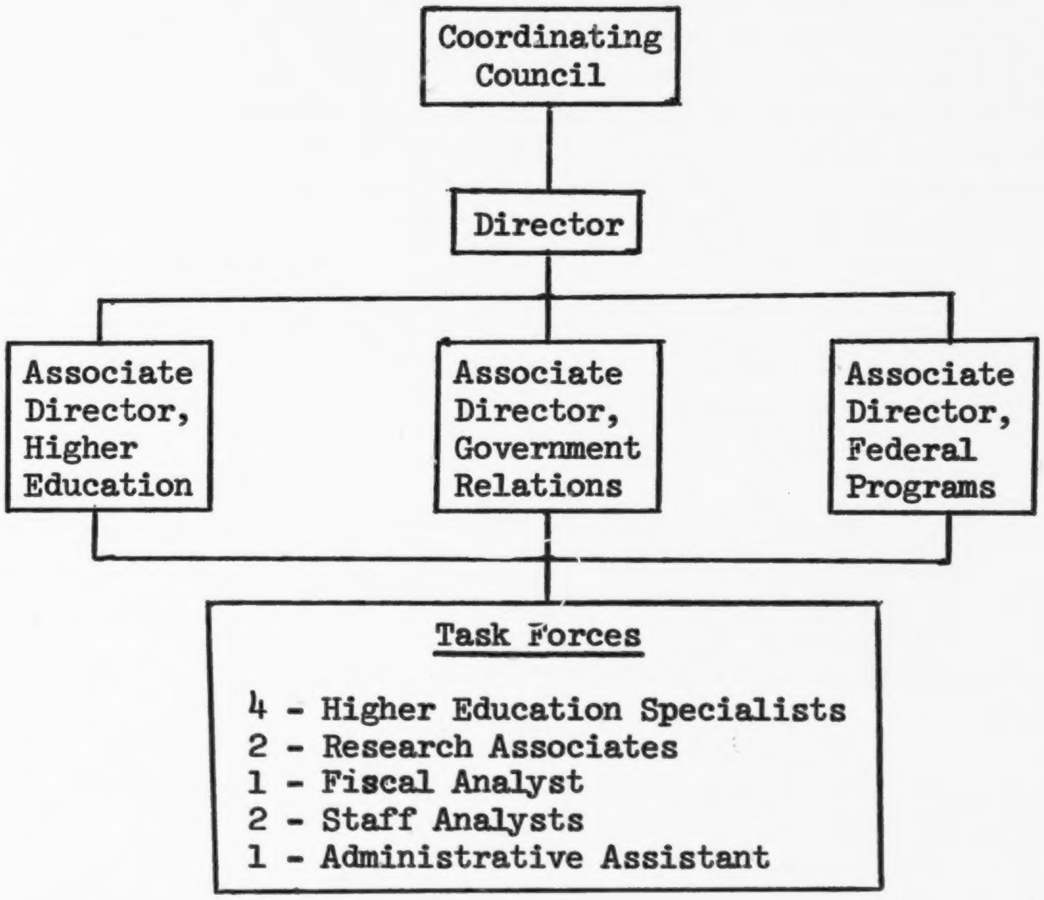
[1] Coordinating Council, Minutes of March 30, 1965, and the report entitled "Suggested Improvements in the Organization of the Council and Its Staff, and in Council and Staff Procedures" contained therein.

[2] See Appendix K for an example of task force assignments to Council staff members. See also Appendix L for a listing of present members of the Council staff.

Figure 4

The 1965 Council Staff Organization


Coordinating Council
Director
Associate Director, Higher Education
Associate Director, Government Relations
Associate Director, Federal Programs
Task Forces
4 - Higher Education Specialists
2 - Research Associates
1 - Fiscal Analyst
2 - Staff Analysts
1 - Administrative Assistant

Source: CCHE Staff

on higher education, January 13, 1966, he spoke on the matter of a study of junior college governance, which was to be made for the Council by an outside research agency, as follows: "Since the staff had already taken a rather strong position on this issue, we felt it was not likely that we would be completely unbiased in making this study."

Another example of a strong Council staff position championed before the Council is found in the March, 1966, Council debate on the subject of admissions to the University and the state colleges of transfer students from the state's junior colleges. The director argued at length and eloquently for the recommended position on the matter taken by his staff. In this argument, the staff was aligned with the position of members of the junior college segment and directly opposed to the viewpoints of the University and state college segments. The director's argument was quoted in the press as follows:

> Dr. Willard Spalding, Executive Director of the Council, said he submitted the proposal to make it easier for students to start in Junior Colleges - as envisaged in California's Master Plan for Higher Education.
>
> Such students, he declared, deserved guarantees that their junior college work will not be jeopardized later on by the "arbitrary and capricious whims" of UC and state college faculties.
>
> Professors at the four-year institutions, he added, "should have respect" for the quality of junior college instruction in California and should permit JC faculties to set their own lower division requirements.[1]

It would appear that the Council staff is emerging as a "sixth force" among the five membership segments of the Council when staff recommendations go to Council committees and to the floor of the Council itself. This force is backed up by the considerable professional expertise of the staff as well as by very detailed analytical studies of the issues involved in the matter. In Council relations with state officials and institution officials, the staff representatives speak to the position formally taken by the Council and in the interests of the positions articulated in Council actions; but they also enjoy the privilege of speaking on educational matters from a personal or professional viewpoint, clearly defined as their own, and occasionally do so.

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[1] Sacramento Bee, Sacramento, California, March 29, 1966.

Another major change in the working mechanisms of the Council is reflected in its progressive development of the use of committees.

At its second meeting in November of 1960, the Council unanimously passed a resolution stating that "the functions and duties of the Coordinating Council should be performed by the Council as a whole and no standing committees of the Council should be established."[1] The Council functioned on this basis for two and one-half years, appointing only occasional ad hoc committees.

The productive work of the Council lagged, and members complained of lack of adequate preparation for the important decisions they were being called upon to make. In February, 1963, the president of the Council presented a proposal for the establishment of standing committees to assist in the conduct of Council business.[2] This proposal was adopted at the April meeting.[3] Standing committees were created in terms of the Council's basic functions: committee on educational programs, committee on finance, committee on physical facilities.

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[1] Coordinating Council, Minutes of Meeting of November 7, 1960, p. 2.

[2] Coordinating Council, Minutes of Meeting of February 19, 1963, p. 5.

[3] Coordinating Council, Minutes of Meeting of April 2, 1965, p. 5.

A somewhat dilatory approach to advance preparation for Council decisions continued, with committees meeting only an hour or so prior to the meetings of the Council itself. It was not until mid-1964 that the practice of calling Council meetings for two-day sessions was established. By calling two-day meetings, the committees were given sufficient time to consider matters presented to them and make necessary revisions in their recommendations before they were presented to the Council meeting on the second day.

In the 1965 recommendations for reorganization, the report states that consideration was given to the matter of changing the orientation of the standing committees to correspond to the new organization of the staff.[1] The staff concluded, however, that the existing committee structure was the most feasible, but it recommended, and the Council approved, the addition of a fourth standing committee, the committee on council relationships and procedures. As its name implies, this committee has responsibilities for the Council's relationships with the governing boards of the public institutions, with officials of the state executive and legislative branches, and responsibility for Council organization and procedures.

There was also created an advisory committee to the director to provide a focus for discussion of policy in respect to the content of staff reports. This committee, in addition to including representatives of the four institutional segments, includes representatives of the department of finance, the legislative analyst's office, and faculty representation from the University, state colleges, and junior colleges. This committee meets with the director prior to Council meetings.

The use of ad hoc technical committees has

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[1] Coordinating Council, report entitled, "Suggested Improvements . . ." *op. cit.*, p. 1.

increased considerably since 1964. They have served in almost every major field of study undertaken by the Council. These committees are composed of those officials and staff members of the segments who are expert in the field under study, officials of state government or the legislature when appropriate, and, on occasion, outside consultants.

Consequences of Change--The changes in staff and committee organization are further manifestations of the movement for reform which grew out of the difficulties the Council experienced in reaching decisions and adopting tenable positions during the 1963-1964 debates. One of the principal motivations of this movement was a feeling on the part of the members that the Council did not have adequate lines of communication open at all times with either the institutional boards or with state officials and committees of the legislature. This lack of regular communication, they contended, hampered the Council's decision-making processes.

The majority of the Council members now agrees in general that these changes have improved and expedited the Council's decision-making processes. A minority--and this composed of a few of the institutional representatives--feels that as a result the staff now has more influence on Council decisions than they would prefer.

While the nomenclature of key staff assignments has changed (reflecting orientation to relations of the Council to institutional boards and governmental agencies, rather than orientation to Council functions), this does not seem to the author to have changed fundamentally the direction of its work, for individual task assignments to Council studies are still, by their nature, oriented to the Council's functions.[1] The new titles of the associate director positions indicate an orientation to better communication with the organizations to which Council studies are directed and with persons by whom they will be considered. The task force organization of the remainder of the staff undoubtedly has given it more flexibility for handling assigned reports and research studies.

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[1] Reference is made again to Appendix J for descriptions and assignments of task forces.

The new staff organization has improved the Council's relations with the legislature, according to each of the legislators and legislative officers interviewed. Comment to this effect was also made by one of the Council members in the July, 1965, Council meeting when he commended the director and his staff on "greatly improved relations of the Council with the Legislature."[1]

The Council Move to Sacramento

When the Council was formed in 1960, the matter of a permanent location for the Council and its staff was decided in favor of space made available in the State Building in San Francisco rather than in offices in the capitol in Sacramento. The San Francisco location was considerably more convenient for most of the institutional representatives and public members. The primary reason for the San Francisco location, however, lay in the fear that the Council's proximity to the state executive departments might lead in the future to absorption of the Council as a state administrative agency, according to the statements of charter members of the Council. However, from the beginning, the Council maintained a small space in a Sacramento office building for the use of the director and the assistant director when they were in that city.

In the April meeting of 1962, the president of the Council, reporting on the budget bill then before the legislature, stated that there had been the possibility of a rider being attached to the budget bill, requiring the return of Council headquarters to Sacramento, but that the matter had been dropped.[1] Again in 1963, a bill was introduced which would have required movement of the headquarters of the Council to Sacramento,[2] but this died in committee.

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[1] Coordinating Council, Minutes of July 29, 1965, p. 3.

In the July, 1965, meeting of the Council, upon the recommendation of the director, the Council approved preparation of a staff study of the advisability of moving all Council staff operations to Sacramento to better advise the legislature and executive departments. The director reported that he intended to move his personal residence to Sacramento and that in July the associate director of governmental relations would be permanently resident in Sacramento.[3] In September, the staff report recommended that the Council offices and staff be moved to Sacramento during the 1966-1967 fiscal year and supported this recommendation as follows:

> The desirability of closer working relationships with state government can be questioned by those who fear a possible erosion of working relationships with the public segments of higher education . . . . Since the Council advises the Governor, appropriate state officials and the Legislature . . . the Council must remain distinct from these branches of government. But remaining distinct from these branches of

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[1] Coordinating Council for Higher Education, Minutes of Meeting of April 28, 1962, p. 11.

[2] Assembly Bill 1216, 1963 Regular Session.

[3] Coordinating Council, Minutes of Meeting of July 29, 1965, p. 2.

> government is not the same as remaining aloof from them. On the contrary, close working relationships lead to better understanding of the problems to which advice must be directed and to better knowledge of when advice is timely. . . .
>
> If the Council is to fulfill its role as preserver and extender of the quality of public higher education in California, its resources should be where they can influence developments. Both the Council and its staff can perform their functions more effectively in Sacramento than in the present two locations.[1]

The staff recommendation was approved, and the move subsequently effected.

Consequences of Change--The move of the Council's offices to the state capitol is further evidence of the change in the Council's orientation and furtherance of the movement toward emphasis on external relations which was originated by a few of the appointed members following the conflicts of 1963 and 1964.

While the action for the move was taken by the Council, it was done under threats by the legislature that they would force such a move. The move has drawn the Council closer to the agencies of state government --to whom they are charged by statute to render advice on higher educational matters. All but one of the appointed members of the Council approved of this move, but in the interviews some institutional representatives withheld comment on their reactions, which probably was indicative of a lingering reluctance to move.

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[1] Coordinating Council for Higher Education, The Director's Report About the Desirability of Locating the Coordinating Council's Headquarters and Staff in Sacramento, September 28, 1965.

Changes in Voting Procedures

No provision was made in the Donahoe Act for alternate or substitute members or for voting proxies which would allow members of the segments to cast votes in the absence of one or more of their members.

The rules of procedure established by the Council in January, 1961,[1] granted the right to the public institutions' segments to appoint alternate representatives at their own discretion to sit in place of designated members. They also permitted a representative of any segment to vote on behalf of one or both of the other two representatives of that segment provided that proxy was given in writing and limited to one meeting. This latter provision, however, fell into disuse.

During the heated and highly partisan Council debates of 1963 and 1964, the privilege of voting proxies was used by the public institutions' segments as a means of insuring the full strength and voting solidarity of their segment representation. Furthermore, criticism was raised of the lack of continuity of attendance of principal officials and other members of the public institutions' segments. In the University segment, for example, the President of the University was absent fourteen times, and the other two designated members were absent seven times each during 1963 and 1964. In the state college segment, two of the members were absent six or seven times in these two years. Each was represented at these meetings by a number of different alternates.[2]

In the course of the interviews, it was pointed out to the author that appointed members of the Council were critical of the absenteeism of the principal institutional representatives from key debates where their opinions and comments were needed most, yet where their votes usually were cast by proxy or by alternates. This practice also came to the attention of several legislators, many of whom were present at these crucial meetings.

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[1] Coordinating Council, Minutes of January 21, 1961.

[2] See Appendix D.

In the February meeting of 1965, one of the public members brought up discussion of the use of proxies and alternates at the Council meetings, and suggested that the Council's rules or procedures should be amended. After some debate, the Council adopted (unanimously) the following motion:

> Proxies. The vote of each member of the Council is personal, and may not be vested in any other person by proxy; this revision shall take effect immediately with the unanimous consent of the Council to a waiver of the 30-day notice rule; and changes in the Rules of Procedure be made in conformity with this rule.[1]

The matter of the use of alternate representatives also was discussed in some detail and the staff was asked to consider the problem and report any suggested changes which might seem appropriate. At the March meeting, a staff paper was presented which recommended elimination of the use of alternates by members in Council meetings, but would permit a member of one of the standing or special committees to request another member of the Council representing the same segment of higher education or the general public to serve in his place on the committee in circumstances when the member could not attend. The matter was held over until the next meeting to allow time for further consideration.[1]

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[1] Coordinating Council, Minutes of Meeting of February 23, 1965, p. 7.

In the meantime, on March 25, Senator Walter Stiern had introduced Senate Bill 550 to increase the number of public members (which will be discussed in the following chapter) and, on April 6, he amended his bill to include a provision that no alternate members be appointed to act in the absence of regularly appointed Council members and that proxies not be voted in Council actions.[2]

At the next meeting of the Council, it was suggested that consideration of changes in the Council's procedures relative to alternates be postponed in view of the legislation then pending. However, concern was expressed that elimination of alternates would weaken the Council through possible underrepresentation of some segments and the Council president was asked to convey the Council's recommendation to appropriate legislative committees that the governing boards of higher education be enabled to designate one alternate for each member. On May 12, Senator Stiern again amended SB 550 to provide for the appointment of two alternate members to act in the absence of regularly appointed representatives of the University, two for the state colleges, and one for the representative of the state board of education.[3] The bill was enacted in this form.

Consequences of Change--The records of the Council show that personal attendance by members at Council meetings has considerably increased. The presence of these members, and particularly that of the principal administrators, undoubtedly has expedited the Council's decision-making processes.

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[1] Coordinating Council, Minutes of Meeting of March 30, 1965, p. 16.

[2] State of California, Senate Bill 550 as amended April 6, 1965.

[3] State of California, Senate Bill 550, 1965 session, as amended on May 12, 1965.

Changes in Appointments and Terms of Office

Mention has been made of the imprecise nature of the Donahoe Act on matters related to organization and procedures of the Coordinating Council. Another example is seen in the fact that no provisions' had been made for terms of office of the members. The public institutions' representatives were to be selected by various institutional governing boards and presumably would be replaced at the will of these boards; the private institutions' representatives and public members were to be appointed by the governor and presumably serve at his pleasure. This left open the possibility, or probability, that since the latter members served at the pleasure of the governor, they would resign as a body upon change in the office of the governor. This potential problem has not actually arisen, since the same governor has been in office since the time of the founding of the Council. This arrangement, however, placed the Coordinating Council directly in the political arena and presented the possibility of periodic major changes in Council membership and Council policy. This oversight was corrected in the Stiern Bill of 1965.[1]

The Stiern Bill first clarified the representational membership of the public segments to make them consistent with each other. The Donahoe Act had provided simply that the University would be represented by "three representatives appointed by the Regents," yet in the case of the state colleges it specified representation by the chief executive officer and two trustees appointed by the trustees. The Stiern Bill changed the University representation to specify

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[1] Ibid.

"the President and two Regents appointed by the Regents." It further provided that the governor's appointments of public members and members representing the private institutions would be made subject to confirmation by the senate.

The bill then specified that representatives of the public institutional boards would serve for one year, subject to reappointment by their boards, and that the appointed members (representing the public and the private institutions) would each serve for terms of four years, with appointments or reappointments on a schedule arranged so that no more than two of these terms would expire in the same year.

Consequences of Change--These changes rectified errors or oversights in the original (Donahoe) legislation. The last provision of this bill, however, had the effect of removing the Council farther from the political arena and preventing the possibility of substantial change in membership of the Council with change of office of the governor.

Summary

This chapter has discussed a series of internal changes in the Council's organization and operating procedures and has examined, in each case, the apparent consequences of these changes as they relate to the fundamental coordinating processes of the Council. The need for changes was largely self-perceived by the Council, but it cannot be denied that strong pressures external to the Council made many of them necessary. They may be looked upon as evidence of the maturation of a young organization in search of better mechanisms for decision-making and implementation of organizational goals.

At the outset of the chapter, the Council's execution of the three basic functions prescribed for it in the Donahoe Act was examined for evidences of change.

The first of these--authorization of new campuses--was not changed to any marked degree. However, fulfillment of this function was seriously, but unsuccessfully, challenged in an organizational crisis in 1963 and 1964, which threatened to destroy the usefulness, if not the existence, of the Council. This episode triggered a movement of reform which effected changes in the two other basic functions and motivated a number of other organizational and procedural changes.

The second basic Council function--advising on appropriate differentiation of institutional programs--was changed in the direction of giving the Council a greater degree of authority for surveillance of instructional programs in relation to the long-term academic plans of each institution. The third basic function--commenting on the needed level of financial support--has very recently been changed by the introduction of program-performance budgeting which may prove to have important implications for more Council influence in this vital area.

The thrust of the reform movement begun in early 1965 is seen as a directional change in orientation of the Council from that of mediating institutional discords to that of improving its position of influence and working relationships with organizations external to the Council itself, specifically, the institutional boards and the agencies of state government which, in the terms of the law, are the recipients of Council advice. This new orientation is seen in the reorganizations which were made in the Council staff and committee structure and the direction of their work. It was the motivation for the move of the Council's headquarters from San Francisco to Sacramento.

The changes made in the Council's voting procedures--the elimination of proxy voting and curtailment of the privilege of alternate institutional representatives--were the product of internal and external pressures demanding more responsible participation and attendance at Council meetings. Also, certain changes were made in the manner of appointment of Council members and in the specification of their terms of office. These latter changes corrected oversights in the Donahoe Act, but also had the effect of moving the Council farther from the center of state political activity.

Most of these changes improved the Council's decision-making processes. Most of them also increased the influence of the Council in its relations with institutional boards and with agencies of state government. Several bear the implication that the Council is moving to a stronger position of leadership in higher educational affairs of the state.

CHAPTER V

THE 1965 CHANGE OF MEMBERSHIP COMPOSITION

It was reported in Chapter II that the Master Plan survey team of 1959, after considerable debate on the matter, had recommended against the inclusion of public members on the Coordinating Council. The dominant position of the University, as well as the emerging power of the state colleges, was apparent in this recommendation which represented the fears existing to this day (though somewhat abated) of a powerful "super board" wherein "uninformed" lay members would have substantive decision-making powers over the professional expertise of the institutions' representatives and over the prerogatives of their lay governing boards.

The Donahoe Act passed in June of 1960 substantially changed the recommendation of the survey team by placing three representatives of the public, appointed by the governor, in Council membership.[1] Members of the 1960 legislature who were interviewed during the course of this investigation pointed out that they and their colleagues were most aware of the power which could be wielded by the University and by the fast-growing state colleges and they felt that a segment composed of public members on the Council would give "better balance" to the composition of the coordinating organization. This also conformed to a pattern of feeling in the legislature that membership on boards of many state agencies, whether they were regulatory or simply advisory to the state government, should contain representation of public viewpoints. The 1961 legislature, for example, revised the membership of the boards of twenty state agencies which dealt with matters of administration of regulatory and advisory state agencies by placing one or more public representatives in membership on each. Others have been added since.[1]

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[1] California Legislature, Senate Bill No. 33, 1960.

Since 1960, nine states have established new coordinating agencies or reorganized existing ones wherein representatives of the general public have been placed in a majority position. These are Arkansas, Colorado, Illinois, Kentucky, Maryland, Michigan, Missouri, North Carolina, Ohio, South Carolina, and Wisconsin.[2] It is interesting to note that in Wisconsin, public representatives were placed on the Coordinating Committee for Higher Education when it was formed in 1955 and that committee was given a number of regulatory powers. However, the committee through the majority vote of its institutional representatives chose to exercise little of that authority and to make most of its actions advisory only. Thus the University of Wisconsin, and to a lesser extent the state colleges, could exercise their considerable influence with the legislature to counteract actions of the coordinating agency if they so desired. This situation continued in Wisconsin for ten years until its 1965 legislature changed the composition of the agency by placing the public members appointed by the governor in the majority and giving it a mandate to exercise its previously existing powers.

Throughout 1963 and 1964, there was increasing comment in the California Legislature, among members of the higher education subcommittees of the senate and the assembly, as well as among several members of the Council itself, that greater public representation

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[1] Interview and report prepared by Assemblyman Gordon Winton, January, 1966.

[2] J. G. Paltridge, "Organizational Forms Which Characterize Statewide Coordination of Public Higher Education," loc. cit.

was needed as a "balancing force" against the influence of the segment representatives, particularly those of the University and the state colleges. The charge was made by legislators, and supported by appointed members of the Council, that the segments representing the public institutions voted as "blocs" and engaged in the practice of trading off support for each other's important issues when their positions were not in conflict with each other.

The "Bloc-Voting" Charge

The "bloc-voting" charge is difficult to substantiate for several reasons. In the first place, the requirement of the Donahoe Act that votes of all representatives be recorded has been ignored since the very beginning. The great majority of Council votes has been by voice, and most of these are recorded as unanimous decisions. Furthermore, all of the segments, and not just those of the University and the state colleges, cast the majority of their recorded votes in unanimity (whether in prearranged "blocs" or not). The minutes of the Council show there were a total of seventeen roll-call votes during the years 1961 through 1965.[1] When these seventeen roll-call votes were submitted to analysis it was impossible to establish any statistical relationship between the way any one segment voted and the voting pattern of any other segment.

As a matter of practical observation, however, it can be seen that if one segment were able to bargain for the support of another, their bloc of six votes would require only two more to carry a majority, provided all fifteen votes were present at a particular meeting. During 1963 and 1964, out of twenty Council meetings, there were no occasions of full

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[1] See Appendix M for record of votes of all members in these roll-call votes.

attendance.[1] Most of the absentees were from the private institutions and the public members. The University and the state college representatives were absent often, but their votes usually were given to alternates or proxies. Hence, it was relatively easier for blocs of votes to be formed among the public institutions' segments in order to obtain majorities.

Analysis of Voting Records

The voting records of the Council for the years 1960 through 1965 show that there were 271 voice votes, 264 of which were unanimous. During this time there were seventeen votes on which the ballots of individual members were recorded. A record of these votes is included in the Appendix.

Analysis of the seventeen roll-call votes shows that fourteen were decided by margins of four or more votes.

Whether arrived at independently or through caucus, the roll-call votes of members of all segments tended to fall into blocs. The University representatives voted together sixteen times; the state college representatives thirteen times; the junior colleges ten times;[2] the private institutions sixteen times; and the public members also sixteen times.

Study of the voting alignments among segments reveals that the University segment and the state college segment voted opposite to each other on twelve

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[1] See Coordinating Council for Higher Education, Minutes of Meetings, Sacramento. 1963 and 1964.

[2] Six out of seven times, the junior college vote was split by the member of the state board of education sitting as a junior college representative.

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of the seventeen votes. The junior college segment supported the University position thirteen times, while supporting the state college position nine times. The private college segment supported the University position eleven times and the state college position eight times. The public segment supported the University position twelve times and the state college position eight times.

Early Proposals for Membership Change

In the January, 1964, meeting of the Council, the state board of education member who sat on the Council as a junior college segment representative introduced a resolution calling for "consideration and later vote" on a proposal that the membership of the Council be augmented by the addition of four more public members. He stated that he was placing the matter before the Council as an individual, and not as a representative of the board of education or of the junior colleges.[1]

This proposed change would have created a Council membership of nineteen, with seven public members appointed by the governor, three private institutions' members also appointed by the governor, and nine representatives of public institutions. We have already pointed out that the private institutions' members have always regarded their roles on the Council primarily as educators with professional expertise who represent the public's interest in public higher education. Under this proposal the seven public members, augmented by the votes of the three private institutions' members (all appointees of the governor), would have controlled a majority of the Council. For any one of the three public institution segments to have commanded a majority, it would have been necessary for them to have aligned with them at least seven more

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[1] Coordinating Council for Higher Education, Minutes of Meeting of January 28, 1964, p. 7.

votes. A solid bloc of the votes of the three public institutions' segments (nine votes) would still not have commanded a majority. Since, up to that time, a solid bloc of these votes had never appeared on any roll-call vote, it was probable that any one institutional segment would have had to acquire support from a substantial number of public members and/or private institutions' members in order to command a majority.

In this meeting, one of the public members, who was to play an important role in this and the other organizational changes of 1965, made his first statement before the Council on this matter. He implied approval of some kind of membership change in his statement that this was "a very provocative proposal and it ought to be considered in the months ahead." However, he urged that no action should be taken at that meeting.[1]

President Kerr of the University gave voice to his own opinion, and presumably that of the Regents (which has been since repeated), that the Coordinating Council should not be made into an authoritative regulatory body, or "super board." He stated that "if the Council were to be a coordinating agency then the segments should be in the majority, but if the intent was to create a 'super board' then it should probably be composed entirely of public representatives." He added that he did not favor a "super board" approach.[2]

One member representing the private institutions stated that such a resolution would present the future possibility that one segment with three votes could combine with the public members (seven), who might all be of one particular political party, and thus control the Council. He indicated that this would place the private institutions' representatives in a very difficult position. Representatives of the University, the state colleges, and the junior colleges expressed the belief that the Council as presently constituted was operating in an effective fashion and that no changes in membership should be made.[1]

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[1] _Ibid._

[2] _Ibid._

This resolution failed of a second and never was acted upon.

The legislative analyst, in his report to the 1965 budget session of the legislature, recommended expansion of the public membership on the Council without specification of the number. His statement was as follows:

> We also believe that consideration should be given to expanding public representation on the council so as to broaden the viewpoint of the council as a whole and give expression to public policies which go beyond the interests of the individual segments.[2]

First Legislative Proposals

In January of 1965, a joint executive session was held by the education committees of the senate and of the assembly. Two Council members and the associate director of the Council were invited and in attendance. The purpose of this meeting was to discuss a proposal for increasing the public membership of the Council, and members of both the senate and the assembly indicated that they were ready to introduce legislation to this effect. No public statement on this meeting was issued, but in the author's interviews with five

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[1] Ibid., p. 8.

[2] State of California, "Legislative Analyst's Report to the 1965 Legislature," Sacramento, p. 313.

of the participants, the legislators stated that they got the impression that the public members of the Council favored enlargement of their segment. However, the two Council public members in attendance denied taking a positive stand on the issue.

On February 8, 1965, Assemblyman Charles Garrigus introduced a bill which would have changed the membership of the Council to two members representing each institutional segment, and seven public members.[1] Under this measure, the University would be represented by two representatives appointed by the Regents.[2] The state colleges would be represented by the chancellor and one trustee appointed by the trustees. The junior colleges would be represented by a member of a local public junior college governing board and a public junior college administrator, to be selected by the state board of education. The private colleges and universities were to be represented by two persons, either a governing board member or staff member in an academic or administrative capacity, who were to be appointed by the governor. The general public was to be represented by six members appointed by the governor and by a member of the state board of education or its executive officer.

This measure could have established these political alignments within the Council: (1) eight institutional representatives versus seven public representatives, (2) six public representatives versus seven public institutional and two private institutional representatives. It would have meant that any one institutional segment, wishing to secure

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[1] California Legislature - 1965 Regular Session, Assembly Bill No. 934.

[2] As in the Donahoe Act, the President of the University was not specifically named as one of the University representatives, nor were members of the Regents.

action on a measure which was not supported by the other institutional segments, would have to win the support of the entire public membership. Hence, this measure, in effect if not in practice, would have changed the Coordinating Council to a public agency. Furthermore, in view of the fact that at least one representative of each of the public institution segments would be a lay member of a governing board, the Council would have a strong majority of laymen, with the possibility, however unlikely, of as few as two professional educational administrators--the chancellor of the state college system and one junior college administrator.

The Stiern Bill--Senate Bill 550

Assemblyman Garrigus subsequently withdrew his bill and became a coauthor with Senator Stiern of a bill which was introduced on February 17, 1965.[1] The Stiern Bill did not change the number of representatives of each of the institutional segments, but simply added three more public members.

Introduction of this legislation was reported at the February 23, 1965, meeting of the Coordinating Council. The minutes of this meeting simply reflect that "it is the consensus of the Council that if changes in membership on the Council were made, that not more than two public members be added to maintain the balance as now existing."[2] The interviews indicate that this statement represented the opposition of the public institutions' representatives to any addition of public members, or, if change were inevitable, to any arrangement which would destroy their (nine-vote) voting majority.

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[1] California Legislature - 1965, Regular Session, Senate Bill No. 550.

[2] Coordinating Council, Minutes of February 23, 1965, p. 8.

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While official positions of the three public institutions' segments were not made public, the association of state college professors in their 1965 meeting passed a resolution calling for, first, an all-public board and, second, support of legislation which would decrease the number of institutional representatives to two each and increase public representation to seven members, as had been proposed by Assemblyman Garrigus.[1] No official action was taken by the state college academic senate, the official faculty body. Neither was a position on the matter taken by the University Academic Senate.

The Stiern Bill was still before the senate at the time of the April 27 meeting of the Council. In that meeting, a state college representative suggested that the Council take a position on this matter, and expressed his belief that the present membership was appropriate and that a change was not required. A resolution was placed before the Council stating "that it is the view of the Council that its membership should not be changed, for the Council is operating well with its present membership."

A roll-call vote was requested and the results were as follows: Voting yes were two University, three state college, two junior college, and one private institution representative--eight votes. Voting no were two public representatives--two votes. Abstaining from voting were one private institution representative and the state department of education representative of the junior colleges--two votes. One University, one private institution, and one public representative were absent from the meeting and not voting--three votes. [2]

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[1] Association of California State College Professors, Minutes of State Council Meeting, Fall 1965, in San Diego, Sacramento, p. 45.

[2] Coordinating Council, Minutes of April 27, 1965, p. 7. Also, see Appendix M.

One month later, the president of the Council conducted a telephone poll of Council members, resulting in a reversal of the April 27 position taken by the Council on this matter and placing the Council on record as favoring the change proposed by Senator Stiern.

The Stiern Bill was passed by the assembly on June 14 and by the senate on June 17 and subsequently signed by the governor.[1]

Prior to the October, 1965, meeting of the Coordinating Council, the governor appointed, subject to later senate confirmation, the three new public members, including Dr. Arthur Coons, the former chairman of the Master Plan survey team who recently had retired as president of Occidental College and, therefore, was no longer eligible as a representative of the private institutions. He also appointed two new representatives of the private institutions to fill vacancies on the Council.[2]

New Voting Alignments

The new composition of the Council suggests a number of possible intersegmental voting alignments. (The simple majority vote now required for all Council actions, other than appointment or removal of the director, is ten of the eighteen votes. Twelve votes are necessary to appoint and remove the director.) Presently possible alignments might be as follows.

Institutional Segments, Twelve Votes, versus Public Representatives, Six Votes

Such a voting alignment is highly improbable

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[1] See Appendix N for complete text of the Stiern Bill.

[2] See Appendix O for a list of present members of the Coordinating Council.

because it suggests a confrontation of all higher education institutions in the state against the votes representing the public. Such an alignment of segments has never occurred on any substantive voting action.

Public Institutions, Nine Votes, versus Private Institutions and Public Members, Nine Votes

This suggests that if all three public institutions' segments are in agreement on a particular issue, they will need only one more vote from the private segment or from the public representatives. But if the agreement involves only two of the public institutions' segments and is opposed by the other public institutions' segment, the combination needs the support of four votes from the private institutions' and the public representatives. In this case, the opposing segment needs the support of seven votes from the nine available in the public and private institutions' segments to block action effectively.

The reverse of this latter alignment applies when action is initiated by one segment and is opposed by a combination of two other segments. An issue appealing to the interests primarily of only one segment can find effective action only through the support of seven of the remaining fifteen votes.

Private Institutions, Three Votes, versus Public Institutions and Public Members, Fifteen Votes

Practically all Council actions to date have been on matters related to the public institutions. However, it is possible that, with broadened Council interests, particularly in such areas as state-supported scholarships and allocations of federal funds, the private institutions would initiate a proposal related exclusively to their institutional interests, and they would then find themselves confronted with the above voting alignment.

In such case, the private institutions would need to have the solid support of the six public representatives and, with full membership present, still recruit at least one additional vote from one of the public institutions' representatives. Such an alignment might suggest a disadvantage to the private institutions and create pressure for the addition of at least one more vote in the private institution segment.

Public Institutional Board Representatives, Nine Votes, versus Members Personally Appointed by the Governor, Nine Votes

This implies an even balance of votes between the nine public institution representatives, two of whom are ex officio and seven of whom are selected by institutional boards for one year (renewable) terms, and the nine persons appointed by name by the governor for four-year (renewable) terms. There are, of course, five other members of the Council who receive their appointments from the governor. These are two members of the Regents, two members of the state college trustees, and the member of the state board of education selected to represent the junior colleges. Thus, the governor actually appoints fourteen of the eighteen Council members.

This can hardly be taken, however, to imply that a single governor of the state is likely to "control" the Council, since the four-year terms of the direct appointees to the Council are staggered with no more than two appointments in a single year, and the indirect appointees of the governor serve their institutional boards for much longer terms, and their appointment to the Council is for only a one-year period.

Professional Educators versus Non-Professional Educators

Under the present membership provisions for the Council, it is possible, though quite unlikely, for this body to have as few as three professional educators on its membership. These are the President of the University of California, the chancellor of the state colleges, and one junior college administrator. No other members are required to be professional educators, though in actual practice at least one of the private institutions' representatives probably will always be an institutional administrator, and all three of the present private institutions' representatives are now active administrators. The present Council is made up of six professional educators versus twelve lay, or non-professional educator, members.

While there is nothing in the statute to prevent the governor from appointing active professional educators to any of the general public representative posts, and it is also quite possible that professional educators might serve on institutional boards from which they could be appointed to the Council, such possibilities are not likely. The lay membership of the Council, in all probability, is not likely to be a group lacking in educational expertise. One public representative, Dr. Arthur Coons, qualifies highly as a professional educator, and all of the other public members have served on public school boards or boards of higher institutions. It can also be argued that the members of institutional boards chosen by those boards to represent their segment on the Council are not truly lay members. Their experience with these boards would qualify them otherwise and their appointment to represent a particular institution or particular institutional segment is expected to give them a bias in favor of the interests of the segment they represent.

Probably the strongest present alignment is that of the equal balance between the public institutions' representatives (nine) and the public members and private institutions' members (nine). The latter have in common their direct appointments by the governor and confirmation of their appointments by the senate. From the personal interviews conducted with the members of these two segments, little distinction can be drawn between the perceptions each of these nine persons holds toward his role as Council member. All but one of them individually saw their role, primarily, as that of representing the general public interest and offering their expertise to the affairs of public higher education.[1]

Summary

The Coordinating Council has undergone two major changes in its membership composition and voting regulations. The first took place on the eve of its inauguration, and the second in 1965. The reasons for these changes and the forces which brought them about were similar. In 1960, the legislature foresaw the probability of a Council whose actions could be deadlocked over University-state college controversies. Therefore, in the Donahoe Act, the legislature eliminated the veto from the voting procedures and added a fifth three-person membership segment to represent the interests of the public at large, in the hope of giving better "balance" to the Council. As was described in the previous chapter, in 1964 the state colleges, with strong political backing, were deadlocked with the other public institutions' segments over the number and location of new campuses.[2]

The legislators were also disturbed over charges of the "bloc-voting" and "bloc-vote trading" growing out of unrestricted use of voting alternates and proxies.[3] Therefore, in passage of the 1965 Stiern Bill, the legislature gave greater weight (though still short of the majority position) to lay, general public representation on the Council and restricted voting privileges to members in attendance and to a limited number of named alternates.

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[1] *Supra*, pp. 42-43.

[2] *Supra*, pp. 58-62.

[3] *Supra*, p. 100.

It might be speculated that there are two trends affecting the development of coordination of state systems of public higher education. The first arises from the growing number of state colleges and community colleges which in many states enroll a vast majority of the higher education students. They have felt that they were "held down" by the prestige of the dominant state universities, and, indeed, this is the case in many instances. But the magnitude of their numbers and the expansions of their enrollments have given them an increasing audience in legislative halls, and they are being granted greater status as educational institutions. This often is seen by the state university as a threat to its political and financial dominance. Glenny has pointed out that weak coordinating organizations (and most voluntary organizations) have been successful only for short periods because the leading university could be magnanimous without threat to its dominant position, but once the weaker colleges gain in strength they descend upon their benevolent big brother, thus creating conditions necessitating more authoritative coordination and regulation.[1]

The second trend is one towards reliance upon informed, concerned, and public-spirited lay citizens to play an effective part in public higher education decision-making at the state system level. A previous study by the author indicates that the number of state coordinating agencies with public representatives holding majority voting positions, or comprising the entire membership, has increased in recent years, while other types of coordinating boards have decreased.[1] Glenny also has commented on this apparent trend.[2]

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[1] Lyman Glenny, "Politics and Current Patterns in Coordinating Higher Education," in John Minter (ed.) The Campus and the State, Boulder, Colo: Western Interstate Commission for Higher Education, 1966.

Possible Future Change

The California Legislature of 1969 may be faced with proposals for reorganization of the state's coordinating mechanism which would be in line with these observations of incipient trends. Two major legislative studies investigating possible needs for organizational reforms in this and other areas will be presented in that year.

The 1963 session of the California Legislature authorized the creation of a constitutional revision commission,[3] whose recommendations are to be submitted in 1969. This commission authorized a study of the educational provisions of the constitution and requested proposals for any needed revisions.[4] The report of this study advances the recommendation originally proposed by the Master Plan survey team that provision for the Coordinating Council and a statement of its functions be incorporated in the constitution. It differs from the Master Plan survey team, however, by suggesting that "serious consideration be given to reconstituting the California Coordinating Council with a majority of public members."[1]

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[1] J. G. Paltridge, *op. cit.*

[2] L. Glenny, *op. cit.*

[3] See State of California, Assembly Concurrent Resolution Nos. 7 and 77, 1963.

[4] Hollis P. Allen and Conrad Briner, *A Study of the Educational Provisions of the California State Constitution*, unpublished report prepared for the Constitution Revision Commission of the California Legislature, January, 1966.

In the meantime, the legislature has been pressing for a comprehensive review of the effectiveness of its statutory enactments related to higher education. In March, 1964, when the Council was in the midst of its struggle to enforce compliance with the Master Plan directives related to the authorization of new campuses, there was introduced into the assembly a resolution requesting a legislative interim study of ". . . the operation and effect of the Master Plan for Higher Education, the Donahoe Higher Education Act, and other legislation implementing the Master Plan. . ."[2] The Council took note of this proposed legislation and at its March, 1964, meeting authorized:

> . . . its officers and Director to state [to the legislature] that the Council believes a review of the Master Plan for Higher Education at this time would be premature, however, the Council believes that if the legislature desires to review the Master Plan and the Donahoe Higher Education Act and its implementation, it would more appropriately be done in 1965 or thereafter following the issuance of several reports to the 1965 legislature bearing upon the further implementation of the Master Plan.[3]

The assembly resolution was not enacted, but the legislature's desire to know how the Master Plan was working continued to get attention.

The student and faculty discontent and other general criticisms directed at the University of California in late 1964 and in 1965 gave rise to a legislative resolution to "investigate" the University. This was described in the press and throughout the educational community as a potential "political witch hunt." Cooler heads diverted this "investigation" to a "study," and the study of the University was diverted to a study of higher education; and that was subsequently focused upon a study to reevaluate the Master Plan.[1]

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[1] _Ibid_., p. 56.

[2] State of California, Assembly Resolution No. 112, 1965.

[3] Council _Minutes of March 31, 1964_, p. 7.

On June 18, 1965, the California Legislature created a Joint Legislative Committee on Higher Education to conduct a study along the lines proposed in the 1964 assembly resolution. In response to the introduction of this legislation, and particularly in response to an invitation by the chairman of the joint committee, the Council undertook a staff study to review the degree of implementation of the individual Master Plan recommendations by the various segments of higher education. This study was received by the Council at its January, 1966, meeting and forwarded to the joint committee following its February meeting.[2]

This study reported that 60 out of 67 Master Plan recommendations had been fully implemented (33) or partially implemented (27). It suggested that five Master Plan recommendations would require further study before implementation could be accomplished. It made no recommendation for changes.

The joint legislative committee's report to the legislature, originally requested for 1967, has been postponed to 1969. While at the time of this investigation no formal hearings have been held, and the study is barely underway, there are a number of predictions from political sources in the state capitol that the committee members wish to propose granting "university status" to the state colleges and a constitutional (rather than statutory) designation of the trustees of the state college system. The committee's chairman has made a number of public pronouncements on the need for educational reform, indicating an interest in an alleged reluctance of the educational administrators (particularly those of the University) to make "needed" changes in the Master Plan. There have been strong rumors of reorganization of the Coordinating Council to give it broader regulatory powers, a"public" majority, as well as constitutional designation.[1] It must be remembered, however, that in 1966 the legislature was in its final session before radical realignments of legislative districts, and it was an election year in which the University of California, and all of higher education, was unfortunately made a "political issue." By 1969, much of the ardor for legislative reforms may have been diverted from the political forum by legislative recognition of the needs for educational freedom and administrative autonomy by prestigious educational institutions--a tradition which has flourished through most of California's history.

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[1] See Assembly Concurrent Resolution No. 156, of June 4, 1965, and subsequent revisions of June 16 and June 18. The measure was enacted as amended on June 18.

[2] California Coordinating Council for Higher Education, The Master Plan Five Years Later, document 66-1, February, 1966.

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[1] Information based on interviews with persons who were given immunity from quotation or attribution but who are known to be informed and reliable. See also, Jesse M. Unruh, "Dunderbeck's Machine." Address delivered to the 9th Annual Industry-Education Conference, Lake Arrowhead, California, July 7, 1965; and "The University, the Legislature and the 'Un-people,'" an address before the California Schoolmaster's Club, College of San Mateo, San Mateo, California, February 2, 1966.

Consequences of this Change

The change of membership composition of the Coordinating Council in 1965 may prove to be a step toward eventual creation of a public-majority or an all-public agency, but it is significant to examine at this point the apparent consequences of the changed relationships of the segments in the present Council membership.

There was continuous reference throughout the interviews to the concept of a better "balance of forces" allegedly resulting from the increase in public members. This is a concept that has long been recognized in the literature of both political and organizational theory. Glenny referred to a "scheme of balanced tensions" in describing the political environment of coordinating agencies.[1] He explained:

> The coordinating process is a political one, involving powerful social agencies, such as colleges and universities . . . on the one side, and the public policy formulating authorities . . . on the other. The coordinating agency, situated between these two powerful political forces, seeks to identify with both . . .
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> . . . .
>
> Tension among elements in the coordination scheme do not entirely dissipate . . . and [coordination] may be described as a "system of balanced tensions" among diverse elements.

Barnard described a concept of balance or "equilibrium of forces" in his treatise on organizational theory.[2]

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[1] Glenny, op. cit.

[2] Chester I. Barnard, The Functions of the Executive, Cambridge, Mass.: Harvard University Press, 1938.

He pointed out that an equilibrium must be present among the active forces in an organization if cooperative action is to be possible. He further theorized that adjustments in this balance between forces must be made from time to time if the cooperative system is to work.

These references to balance are not necessarily related to numerical equality of participants in various membership blocks or voting alignments. Hence, "organizational balance" in terms of numbers may not create "operational balance" among the interacting forces in the formulation of decisions which are both good public policy and good educational policy.

The question of whether a workable, operational balance of forces within the Council has been attained by the 1960 and 1965 additions of public members can be answered only on the basis of longer working experience. And if, as Barnard seemed to indicate, periodic adjustments of this balance might be required in order to attain organizational stability, speculation might be made on the wisdom of locking the membership composition of the Council into the state's constitution.

The interviews with Council members and legislators strongly indicate a general opinion that the Council now is making decisions in a more orderly manner, and more expeditiously. This is attributed to the presence of more voting strength to oppose "power plays" of individual institutional segments. This point is difficult to prove or disprove on the basis of the records of Council actions, but the relative absence of drawn-out arguments and the relative absence of open and bitter conflict in 1965 and 1966, as compared to 1963 and 1964, seem to bear out this opinion.

There is similar evidence from the interviews that the Council, with its greater representation of public viewpoints, has gained more confidence among legislators and state officials and, hence, can exert more influence with its opinions and advice. However, the influence of the Council with the agencies of government has not been put to severe test since the reorganization of 1965. Subjective observation indicates that with more public members, the legislature "got what it wanted," and with the increased attention the Council staff is giving to the offices of state government through its organizational changes and the movement of its offices to Sacramento, the basic relationships of the Council with state government are changing to a position of greater mutual confidence.

The increase of the number of public members on the Council has had an effect on the Council's relations with the public institutions. It has necessitated broader voting support for issues involving the particular interests of one institution or institutional segment. With the added weight of the public representatives back of the Council's advisory decisions and with the added influence this weight implies, compliance with Council advice is more readily--however grudgingly--given. Five institutional representatives, primarily those of the University, have complained, in the interviews or in public statements, that the Council is tending toward becoming "another layer of governance" between the institutions and the state government.

Glenny has made the point that "those agencies with a clear majority of citizen members . . . tend to exercise vigorously the new leadership role anticipated by the legislature and governor." The sixteen persons connected with state government interviewed by the author were wary of stating that the Council has yet assumed a clear role of leadership in higher educational affairs of the state, but most of them felt that with the broader public representation and the "increasing influence of the Council's advice," the Council was on its way toward assuming stronger leadership. The positive actions taken in the last year by the Council in such matters as the introduction of program-performance budgeting into the state's higher education system and the increasing concern with differentiation of educational functions, as described in the preceding chapter, also would support these observations. However, the fact that it was the legislature, and not the Council, which originated the reexamination of the Master Plan and took the lead in suggesting changes in it might indicate a loss of the leadership role of the part of the Council. The legislature's actions in this area must be looked upon in the context of the 1966 political climate in California. More evidence of Council leadership will be seen if the Council is able to take a positive role in shaping these proposed legislative and constitutional changes to the best interests of the state's higher educational system. Toward this end, the Council has under study a document prepared by its staff, proposing a detailed Council statement of advice to the constitution revision commission.[1] If a strong and defensible position is developed in 1967 on the matter of Master Plan changes and other organizational changes, the Council will have ample opportunity before the 1969 legislative meetings to regain the initiative and assume a more positive leadership role in shaping its own destiny and that of its constituent institutions.

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[1] Coordinating Council, Agenda Tab 10 of September 26, 1966, meeting of the Committee on Council Relationships and Procedures.

CHAPTER VI

NEW ORGANIZATIONAL STRUCTURES AND FUNCTIONS FOR ADMINISTRATION OF FEDERAL PROGRAMS

The burgeoning populations of most states in the union and the even greater increase in the number of youths desiring higher education have brought strains on already overburdened state governments. As a result, provision of vastly expanded public higher education facilities is almost beyond the ability of the states if they are to provide them in quantity and still maintain a desirable and necessary quality of education product.

Federal funds to higher education have been made available since the first recognition of federal responsibility in this area which was enacted into the Land Grant College Act of 1862. The "post-sputnick era" produced the National Defense Education Act of 1958. But it remained for the President-elect, John F. Kennedy, to set the pattern for the decade of the 1960's by defining a more highly educated population as a national resource and therefore a concern of the federal government.

The White House message on education sent to the 88th Congress, in which a national education act was proposed, emphasized the principles that federal financial participation must assist educational progress and growth at the local level, without federal control, and, insofar as possible, the programs should be administered at the state and local level.

At its second meeting, in December of 1960, the California Coordinating Council discussed the subject of federal support to higher education and appointed an ad hoc committee to prepare a resolution setting forth the Council's opinions on the matter. It was approved by the Council in its January, 1961, meeting.[1] This resolution called upon President-elect Kennedy and the 87th Congress to consider a six-point program outlining suggested forms for federal aid to higher education.

Higher Education Facilities Act of 1963

The Higher Education Facilities Act of 1963[2] was the first massive appropriation of federal funds in support of national educational goals. It provided help to local, state, and private authorities so that they might build the necessary roads to reach these goals.

In January, 1964, the director of the Council reported on a meeting he had attended at the U. S. Office of Education earlier in the month and also reported that he had requested emergency state funds (such funds to be reimbursed when federal administrative funds were made available) to begin development of a state plan. Under date of January 14, 1964, Governor Edmund G. Brown wrote to the Secretary of Health, Education, and Welfare, designating the Coordinating Council for Higher Education as the state commission called for in the Higher Education Facilities Act of 1963.

In the April meeting of 1964, the Council received a report regarding progress in implementing the Higher Education Facilities Act of 1963. This report noted that the act would change the nature of the Council's responsibilities to a large degree. It continued, however, to point out that the Council and its staff must be very careful not to allow this new administrative responsibility to divert attention from the

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[1] Coordinating Council for Higher Education, Minutes of January 5, 1961, Sacramento, p. 6.

[2] U. S. Statutes, Public Law 88-204, 1963.

Council's highly important responsibility of long-range educational planning.[1]

California State Plan

The California Legislature confirmed the Council as the state commission and spelled out its responsibilities in connection with the act.[2] In the summer of 1964 the Council appointed a technical advisory committee to develop the state plan which would coordinate new programs with the overall Master Plan of 1960. The committee consisted of four representatives of the Association of Independent California Colleges and Universities, two representatives of the private colleges not members of the association, two representatives each from the University of California and the California state colleges, one representative of the California Junior College Association, and one representative of the California State Department of Education. At the November, 1964, meeting of the Council, unanimous approval was given to the state plan as developed by the Council staff and committee.[3] By certification dated December 28, 1964, the U. S. Commissioner of Education approved the California state plan as transmitted to him by the Council. This plan, in accordance with specifications in the federal act, is essentially a system for awarding points to individual college construction projects in order to establish fair priorities and make the most effective use of federal funds. The priority point system takes into account enrollment and capacity for growth, space utilization standards, availability of matching funds, enrollment of foreign students, increases in faculty salaries, and library expenditures. It gives special emphasis to library projects.

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[1] Coordinating Council for Higher Education, Minutes of April 28, 1964, p. 7.

[2] California Statutes of 1964, Chapter 94.

[3] Coordinating Council for Higher Education, Minutes of November 24, 1964, p. 6. See also "California State Plan for the Higher Education Facilities Act of 1963," Coordinating Council for Higher Education, Sacramento, November, 1964.

In late 1966, Congress authorized a three-year renewal and extension of the Facilities Act of 1963, though this may not be funded until the next Congress. The 1966 enactment adds a provision, not in the original act, for funding the necessary research and other costs of developing a long-range capital outlay plan by each state. These funds will be administered by local agencies, such as coordinating councils, and the planning work is to be done by them or under their direction. If fully funded, this will provide $400,000 annually to the California Council for the next three years.

Higher Education Act of 1965

The 89th Congress passed the Higher Education Act of 1965 and nineteen other acts providing federal support to education, the greater part of it to higher education.[1] Many, but not all, of these acts provided for state administration of the programs under a state plan prepared by an agency representative of the public and of the institutions of higher education in the state.

Early in 1965, the staff of the Council estimated that with the newly enacted programs approximately $860,000,000 in federal funds could be made available to California's public and private colleges and universities during the 1965-66 fiscal year. This figure did not include any student or institutional loans. It is now estimated that in 1966 this amount may quite possibly go up to over one billion dollars a year.[1]

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[1] See U. S. Statutes, Public Law 89-329, 1965. Also see "A guide to Federal Aid to Higher Education," College Management, December, 1965.

It became increasingly apparent that the new federal programs and the proposed new state programs might be overlapping and to some extent duplicatory of existing programs. It also became clear that the detailed and explanatory information about the federal programs in the possession of the Council and its member institutions as well as in the state agencies and legislative committees was inadequate. Assemblyman Charles Garrigus, chairman of the assembly education committee, introduced a measure, which was unanimously adopted, directing the Council to study the whole subject of federal programs affecting higher education, to conduct a survey of these federal funds, and to make recommendations for changes, either legislative or procedural, which would bring about better state coordination of these programs.[2]

In September of 1965, the Council made a number of revisions in the state plan to incorporate provisions of newly enacted federal legislation.[3] In preparation for this report, the staff reviewed the first year of operations during which ninety-one applications were received and processed, and considered the organizational and administrative procedures followed in the past year in relation to the requirements of the new federal acts. New staff positions were created and changes made in the priority points system. A system of dissemination of information related to the program was devised.

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[1] Coordinating Council for Higher Education, Staff Report 65-12, June, 1965.

[2] State of California, Assembly Resolution 646, 1965.

[3] Coordinating Council for Higher Education, Staff Report 65-17, September, 1965.

Funds for administration of the various state plans necessary under the federal programs generally are provided for under the acts. The Council has assigned the full time of an associate director to coordinate administration of these programs and has engaged additional staff people to handle this single function.

Council Washington Office

In December, 1965, the staff of the Council reported on its liaison with federal funding agencies and stressed the need for improved communications, but it recommended against establishing an office in Washington. However, in the January meeting of the Council the director was urged by Council resolution to consider establishing a Council office at the Capitol.[1] The University, it was pointed out, had for some time maintained a permanent Washington office for liaison with federal agencies and foundations from which it receives grants and research contracts. The state college system had requested a budget appropriation to establish a small Washington office for this same purpose.

A number of public members questioned the wisdom of three or more California public higher education groups maintaining separate offices in the Capitol. Following the January meeting, an arrangement was worked out whereby the three groups would be housed in a single office in Washington with the Coordinating Council acting in an office management and coordinating capacity, but with the University and college representatives free to pursue grants and research contracts of direct interest to their own institutions. The legislature approved this arrangement.

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[1] *Ibid.*

Technical Facilities Act

One of the nineteen federal higher education programs passed during 1965 was the Technical Services Act,[1] which provided for a $60,000,000, three-year program to establish state and regional technical service centers supported by matching federal grants to universities, local governments, and private enterprise. These centers are to disseminate the findings of science and technology to business and industry. Two primary areas of concern in this program are engineering schools and schools of business administration, both of which work closely with the business and industrial communities of the state.

The program called for the development of a state plan for allocation and distribution of funds within the state as well as for the development of a five-year plan. Very shortly after passage of this act, the governor appointed the University of California to draw up the required preliminary five-year plan and to administer the act.

The designation of the University for this administrative task was termed by other institutions a "hasty decision" on the governor's part. They argued that whenever a federal program involved more than one institution, the Council's advice should be sought on matters of administration and allocations. Prompted by this criticism, the governor wrote to the Council requesting its assistance, preliminary to the governor's approval, in reviewing the long-range plans for this program prepared by the University.[2]

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[1] U. S. Statutes, Public Law 89-182, 1965.

[2] Correspondence, Governor Edmund G. Brown to Dr. Willard B. Spalding, November 19, 1965, made a part of Coordinating Council Minutes of Meeting of November 23, 1965. See also Minutes of January 25, 1965.

Direct Institutional Grants versus Local (State) Administration

An increasing number of federal aid to higher education programs is being enacted with a provision for local administration and allocations by some state agency "broadly representative of the institutions and the general public." In most cases, the existing state coordinating agency qualifies or has been changed so that it will qualify and has been named for this administrative function. This has caused concern among some university administrators and their national associations. The land-grant colleges and universities traditionally have dealt directly with the federal government, and this practice provided a great deal of independence from state legislative and executive control. The American Council on Education, which generally has been favorable to state coordination, now appears to be opposed to further strengthening of the state's role with federal funds. ACE President Logan Wilson has commented:

> All of these measures diminish the possibility of federal interference, of course, but at the cost of imposing another layer of state agencies between academic institutions and their sources of support.[1]

In the same paper, Wilson quoted David D. Henry, president of the National Association of State Universities and Land-Grant Colleges:

> It was not expected that university involvement would be subsumed to state commissions and state plans in which the universities have little voice or influence,

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[1] Logan Wilson, "Diversity and Divisiveness in Higher Education," in American Association of Junior Colleges, Selected Papers, 46th Annual Convention, St. Louis, Mo., 1964. p. 6.

> or that the executive departments of the Federal government would greatly decrease their regulatory power.[1]

Lyman Glenny predicts that with continued and mounting pressures from virtually all major states for more federal funds and fewer federal restrictions on their expenditure, administration and allocation by state agencies, rather than direct grants to institutions, will gain increasing support.[2]

In California, the idea of coordination of federal programs by the Coordinating Council seems to be well established, even though one exception was made in the case of the Technical Facilities Act. The Council has asked state officials and the legislature that it be consulted on all future agreements with federal officials, and assurance has been given that this will be done.[3]

The Consequences of Federal Program Administration

The full impact which the federal funding programs will have on the basic concepts of coordination can be appraised more fully only after institutions and state governments have had a few more years of experience in this new era. There is little question that these programs already have forced states to plan, to organize their efforts more highly, and to look further into their own futures. They have encouraged greater examination of the states' educational goals and individual institutional goals. While a certain amount of long-term planning was necessary in order to develop the state plans required under the 1963 act, the new 1966 legislation providing direct funding support for the research and study necessary to long-term planning will allow planning on a more scientific basis.

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[1] *Ibid.*

[2] Glenny, "Current Patterns in Coordinating Higher Education," *op. cit.*

[3] Council *Minutes of January 25, 1966*, p. 5.

In California, the federal programs have given new authority and new breadth of activity to the coordinating mechanism. Blunt though it may be, the remark of one interviewee, who insisted upon anonymity, summarizes the new position of the Council now that it directly influences much of the funding of higher educational programs within the state. He remarked, "We subject every proposed new program [seeking federal funds] to analysis on a mutually agreed upon set of criteria, which is in the form of a scale, or point system. But if it doesn't fit into the Master Plan, it simply doesn't get funded."

The criteria on which this point system is based are occasionally challenged, and the Council's advisory committee has refined the procedure from time to time. Under this system, individual decisions on priority of funding become more clearly "programmed decisions"--subject to approval on the floor of the Council, but hopefully beyond partisan pressures and political influence. Thus the Council has greater influence--free to a large extent from the authority of the state legislature--to secure institutional compliance in the areas placed under its surveillance by the Master Plan directives. This very considerable influence, which amounts to informal authority, marks an important change in the Council, its organization, its operation, and its position of power in relation to the higher education institutions of the state, both public and private, as well as the agencies of state government.

New Council Functions and Organization

The advent of the flood of federal programs in higher education since 1963 has created a whole new major area of functions for the Council. The two major programs, the Higher Education Facilities Act of 1963 and the omnibus Higher Education Act of 1965, required the preparation of highly detailed and technical plans for the intrastate administration of these funds.

Preparation of the state plan, in turn, implied the necessity for more thorough long-term planning of higher educational facilities and programs within the state. Toward this end, the Council requested the state department of finance to extend its long-term projections of population, general revenue incomes, and higher educational enrollments to the year 2000 rather than to the year 1975. While preparation and coordination of long-term plans for the public higher education segments of the state always have been regarded as functions of the Council, the requirements of the federal programs have given, and will continue to give, added impetus to these planning function.

The administration of federal programs has required both procedural and organizational changes in the Council itself. An associate director and a number of analysts were added to the Council staff to give attention to this new function, which is fast becoming a major area of activity. Council procedures related to a number of its functions, particularly its review of segmental plans for new facilities and the relationship of these new facilities to educational programs, require coordination of institutional plans with available and appropriate federal programs.

New Role for Council

The administration of federal programs within the state by the Council has brought about a number of significant changes in the role of the Council from that originally envisioned in the Master Plan. These stem, of course, from its authority to administer large sums of money which to a large extent are independent from the permissive authority of the legislature and of the state fiscal agencies. In the case of the

Higher Education Facilities Act of 1963, the Council now directly authorizes by its own requisition the disbursement of funds by the state treasurer from federal funds held in his custody. In other cases, its advice on disbursements by the U. S. Commissioner or other federal officials is tantamount to final disbursing authority.

With these funds under its control, the Council has new sources of influence in shaping institutional plans as well as new sources of influence in its dealings with state officials and the legislature, for it is now an arbiter of educational programs, a source as well as a coordinator of budgetary commitments. Furthermore, for the first time in its history, the Council now is involved directly in the physical plans and, to some extent, in the educational programs of the independent universities and colleges of the state.

This new power, of course, is not without restraints, for it was authorized by statute and if used unwisely can be withdrawn by statute. It is true, also, that any institution may appeal a decision of the Council to the federal agency under whose jurisdiction general administration of the program was placed by the federal act.

Master Plan Compliance

The Council is in a much stronger position of authority to exercise each of the three functions prescribed for it under the Donahoe Act. Its budgetary review now must take into consideration the federally aided programs of each institution, and, hence, its recommendations are likely to have more influence upon those to whom its advice is rendered--the institutions, the state officials, and the legislature. It holds the prospect of exerting greater influence on matters involving appropriate differentiation of functions among the institutional segments, because if plans proposed for federal aid do not fit into the Master Plan, they are less likely to receive Council approval and priority. The Council now perceptibly exerts a stronger influence on development of plans for orderly growth of higher education and makes recommendations on the need for and location of new facilities and programs. The federal programs are forcing a greater degree of planning activity upon the institutions. The Council, in administering its own state plan, can better encourage and direct these planning activities.

Standardized Fiscal Reporting and Procedures

Still another imprint of the federal programs on the Council may be seen in the impetus that administration of these programs has given to the long-standing efforts of the Council to standardize the fiscal procedures and forms for reporting data of fiscal matters, student enrollments, space utilization, and other matters which have been of prime concern to the Council. The University, with its more sophisticated program budgeting procedures and data analysis systems, has set the pace for some time in this area. Since the advent of federal programs, the state colleges have applied new efforts to their long struggle to gain control of their own budgeting and accounting affairs. The Council now has placed with the legislature a detailed report to the joint legislative budget committee, advocating granting to the trustees of the California state colleges a broader authority for budget administration, and also has given its backing to the request of the state colleges for data processing equipment which will allow them to compile necessary reports and statistical data more completely and in less time.[1] These policies need to be extended to the junior colleges who are still laboring under budgeting and accounting procedures developed for school districts.

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[1] See Coordinating Council for Higher Education, "Budget Review in Public Higher Education," Report 1022, December, 1965. Also, "Recognition of Fiscal Authority and Responsibility for the Trustees of the California State Colleges," Staff Report 66-8, March, 1966.

Segmental Relations

The power relationships surrounding the Council segment representing the private universities and colleges have been changed more than those of any other group in the Council. Heretofore, the "institutional interests" of this segment have been centered largely around their interest in the location of new public institution campuses and, to some extent, the development of new educational programs paralleling their offerings in neighboring public institutions. These have been about the only areas of competitive relations. Now, the private institutions are directly competitive with the public institutions for priority positions for funding of their projects proposed for federal aid. With this new ax of their own to grind, this segment can be expected to become more competitively active in a wider sphere of Council affairs.

The participation of junior colleges in the Higher Education Facilities Act of 1963, as well as in a number of other federal programs, gives them a new concern for Council deliberations on federal program funding.

More than ever, the public of the state through its legislature will look to the public members of the Council for assurance that monies are spent wisely and allocated fairly.

Council Leadership

The opportunities for strengthening the leadership role of the Council are increased considerably by the assignment of administrative and long-term planning functions in connection with federal programs. The records of the Council show evidence of no major conflict over the Council's administration of these funds, and this was confirmed in the interviews where it was pointed out that the Council staff's use of a technical committee on which analysts from all institutions are members has taken most competition out of the point system of arriving at priority allocations. Thus, the smooth operation of this function has added appreciably to the Council's leadership role on the part of both the institutions and the officials of state and federal government. The Council now has more authority in connection with its leadership role, and so long as this authority is used wisely and fairly in administering the state plan, its leadership role will be enhanced.

CHAPTER VII

SUMMARY AND ANALYSIS OF FINDINGS

Coordinating agencies in higher education appeared in the 1960's as a propitious meeting in time and place of the expanding need for public higher education in quantity and quality and the contracting ability of state governments to meet all fiscal requirements of public services in a dynamic, welfare-oriented society.

Whether educators wish it or not, this meeting has drawn colleges and universities closer to the apparatus of state government. While marriage may be unthinkable, cohabitation is practiced, covertly if not overtly.

Eldon L. Johnson, president of the University of New Hampshire, has observed:

> In educational literature, one gets the impression that the Constitution perhaps provided for the separation of school and government, just as of church and state. There can be no doubt that a good thing has been carried too far. . . .
>
> No one has to demonstrate to the average citizen that schools and government need closer cooperation and coordination. The people who apparently do not understand this are, strangely enough, the school officials and the government officials--to a considerable extent, the professional educators and the professional political scientists.[1]

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[1] Eldon L. Johnson, "Coordination: The Viewpoint of a Political Scientist," The Annals of the American Academy of Political and Social Science, 1955, p. 136.

This investigation has produced a study of one such organizational meeting of higher education and its state government--a meeting of professional educators, concerned lay citizens, state administrators, and legislators. The setting of this meeting is in a state suffering the burdens of a rapid expansion of population. Yet it fortunately is blessed with a considerably above average per capita wealth, expanding economy, and a deep dedication to more and better public higher education both as an instrument of social advancement and as a sound financial investment in its future well-being.

California has had a long history of commitment to popular higher education. It has had a long history of diversity among its institutions of higher education --a state university that has gained world renown, a system of state colleges with wide offerings in general education and applied training, a network of community junior colleges that has set a pattern for this twentieth century phenomenon, and a large community of pioneering and prestigious private colleges and universities.

It has had a long history of cooperative intercourse between these diversified institutions--dating back to 1899, which is an eon in the history of intercollegiate coordinating efforts.

California's Coordinating Council for Higher Education is the culmination of six decades of cooperative efforts. A part of California's Master Plan for Higher Education of 1960, the Council has set a pace and pattern for similar organizations in other states. Yet it is not a static pattern, for to a greater extent than is generally recognized, the Council has been and still is a dynamic, growing, maturing organization.

The structural and operational changes in this organization have been the particular focus of this investigation.

Findings Summarized

The findings of this investigation may be summarized as follows:

General Findings

1) There have been a number of significant changes in the Coordinating Council since the report and recommendations of the Master Plan survey team in late 1959, and these may be categorized into three types: changes in the working mechanisms of the Council, changes in its membership composition, and changes that have resulted from the Council's administration of federal programs.

2) Each of these changes had some consequential effect on one or more of the basic structures of the coordinating function: the Council's decision-making processes; its position of influence and authority in relations with the legislature, state officers, and educational institutions; and its posture of leadership in higher education affairs of the state.

3) Many of the changes appear to have originated out of the same or a closely related cause or reason, and thus might be looked upon as parts of a general reorganization or reform movement. This movement got its start soon after the Council emerged from the most trying period in its history, from early 1963 until early 1965.

4) The causes and reasons for many of these changes find a rationale in contemporary theories related to organizations and thereby offer a better understanding of the functional apparatus of this unique form of organization, the coordinating agency.

Specific Findings

These are enumerated in terms of the three types as listed under General Findings, part 1:

1) Changes in the working mechanisms of the Council.

Changed relationships between the Council and the legislature, and between the Council and the public higher education institutions, came out of the 1963-1964 struggle over maintenance of Master Plan agreements and procedures for establishing of new campuses. The roots of other changes and reorganization grew out of this experience.

The Council has changed from passive to active surveillance of the differentiated functions of the three public institution segments which were agreed upon in the Master Plan.

Several reporting and procedural changes have been made by the Council in its efforts to formulate comments on the needed level of institutional support which are more supportive of justifiable programs and more meaningful to the budget analysts of the governor and the legislature. A commonly accepted system of program-performance budgeting, instigated by the Council and adopted by all segments of higher education holds the promise of further change and possible improvement in the Council's execution of this function.

The organization and direction of the Council's staff and committee structure has been changed to reflect a new emphasis on relationships between the Council and institutional governing boards and between the Council and the agencies of state and federal government.

The Council's offices were moved from San

Francisco to Sacramento, the state capitol, to reflect further the changed emphasis on relations with state government.

Changes have been made in Council voting procedures by eliminating proxy voting and restricting the privileges of alternate representatives of the public institution segments.

Changes have been made in the manner of appointment of Council members and in the terms of their appointments. These changes were made primarily to correct oversights in the original legislation creating the Council.

2) The membership composition of the Council has undergone change on two occasions. The first was on the eve of its inauguration when the legislature added three more members representative of the general public to the membership proposed by the Master Plan survey team. The second occurred in 1965 when the legislature added three more public members in an effort to give a "better balance of viewpoints" among the member segments. Further change in the public member representation may take place in 1969 when two legislative commissions are due to render their reports and recommendations.

3) Fundamental changes in the Council's organization and procedures, in its influence as well as authority over statewide planning, and in its intersegmental relationships have come as a result of the Council's designation to administer at the state level several of the federal programs in aid to higher education.

Summary of Effects of Changes on the Basic Processes of Coordination

The events which had a primary effect on the Council's decision-making processes were: (a) Adoption of the policy in 1964 to review periodically the academic plans of the public institution segments and compare them with announcements of program offerings. As a result, decisions on proper differentiation of segmental programs are more apt to originate from staff reports and recommendations rather than from protests of alleged infringements by institutions. These decisions are apt to be more timely and result in better execution of this function. (b) The new organization and direction of the Council's staff and committee structure have shortened the time necessary for staff preparation and committee consideration of studies and position papers and, hence, have expedited decision-making. (c) The elimination of voting proxies and restriction of the use of alternate representatives have resulted in better records of personal attendance by institutional officers and, hence, have expedited Council decision-making. (d) The record of Council debates and actions in 1965 and 1966 appears to confirm the opinions of members and legislators that the addition of three more public representatives to the Council membership in early 1965 resulted in more orderly and more expeditious decision-making.

The principal events which appear to have enhanced the Council's position of influence and authority were: (a) The honoring by the legislature in 1965 of the Council's insistence that no new campuses be authorized without Council recommendation; (b) the acceptance by the public institutions' segments of more active surveillance of academic plans and review of compliance with them in terms of Master Plan definitions of differentiated institutional functions and programs; (c) the apparent increase in confidence in the Council on the part of legislative leaders who are most active and influential in legislative actions on higher education matters. This appears to be the result mainly of the addition of more public members and the new emphasis by the Council on more frequent contact with executive and legislative leaders of the state. (d) The state-level administration of federal programs and the priority allocation of funds for implementing these programs have strengthened the influence and added certain authority to the Council's position vis-a-vis all institutions of higher education in the state. This influence may be seen primarily in the increased authority the Council now has to insist upon compliance with terms of the Master Plan.

The events which have produced the most visible changes in the relationships of the Council with the offices of state government are: (a) The legislature's reaffirmation of its intent to authorize new campuses only upon the advice of the Council; (b) the move of Council offices to Sacramento; (c) the new orientation of staff work, and to some extent Council committee work, to relationships with state government. Implications of possible changed relationships in this area also are seen in (d) the addition of more public representation on the Council and (e) the administration of federal programs, which gives the institutions a major funding source largely independent of legislative direction.

Council relationships with the educational institutions have been changed by: (a) The fact that the legislature once refused--and is likely to again refuse--to give final authorization to new campuses without Council approval based upon long-term plans for "orderly growth;" (b) the increased surveillance by the Council of institutional academic plans and budget proposals which is inherent in the new procedures adopted by the Council; (c) the additional public membership on the Council which has reduced the impact of singular institutional interests on Council actions; (d) the coordination by the Council of some of the previously independent contacts made by educational institutions on state and federal funding sources, through the establishment of Council offices in Sacramento and Washington.

Whether or not the Council has assumed an active and a proper role of leadership in higher educational affairs of the state has not been determined in the minds of the various persons and agencies holding positions of authority in this area. Those friendly to the Council feel that the Council is definitely "moving in this direction." Those who are skeptical of the Council's role and proper area of authority are less inclined to feel that the Council is assuming--or should assume--such leadership. The events which point toward a greater role of leadership on the part of the Council are: (a) The fact that the legislature and state officials increasingly look to the Council for advice on new campuses and for advice on institutional budget proposals for new and expanded programs and facilities; (b) the physical presence of the Council, its staff, and often its members in administrative conferences and legislative meetings in Sacramento and Washington. (c) To some extent, the addition of more public members (but not to a majority position) has enhanced the Council's leadership, because it has contributed to legislative confidence in Council decisions without losing the cooperative efforts of the public institution members. (d) The new influence and authority of the Council in the area of federal programs has given the Council many new responsibilities. As the Council continues to carry out these responsibilities to the satisfaction of all concerned, its position of leadership should become consolidated. An apparent detraction from recognition of the Council's leadership is the fact that the legislature, and not the Council, captured the initiative in the matter of review and appraisal of the Master Plan.

Analysis of Findings

In the Introductory Chapter of this report there were listed a series of basic assumptions or propositions believed to be valid in relation to coordinating organizations in general and to the California Coordinating Council in particular. The foregoing summary of the changes in the Council and of their effects on the basic structures of coordination suggest that the reasons for many of the changes are explainable in terms of certain contemporary theories related to organizations.

Organizational Growth and Conflict

The investigation disclosed that the Council underwent a long period of growth and maturity, which was marked by increases in the size of its membership, in its position of influence and authority, and in the area of its responsibilities. This phenomenon of organizational growth may be seen as the cause and the result of changes in the concept of the organizational structure and changes in the operational procedures adopted by the Council to attain its goals.

Expanded areas of influence and new functional responsibilities caused changes in existing procedures and the development of new organizational structures and new procedures such as those made necessary by the Council's assignment of responsibility for administration of federal programs. Many of these changes, particularly the changes in the working mechanisms of the Council, were self-perceived and the result of systematic review and study by the Council staff under its new director. Others were initiated by forces exterior to the Council, primarily the state legislature. All of them may be seen as accommodations to the Council's changing environment.

The environment surrounding the Council changed because of vastly increased student enrollments (in some cases beyond predictions), the emergence of new power relationships among the institutional segments (the growing power of the state colleges, the emerging need for state coordination of junior colleges, the new involvement of private colleges and universities in federal programs, etc.), and the presence of continuing pressures in different forms from state officials and the legislature (the 1963 demands for state colleges in the home districts of several legislators, the 1965 demands for greater public representation on the Council, and the creation in 1965 of the joint legislative committee to "investigate" higher education, etc.). Hence, the Council's changes and its maturing took place in a milieu of conflict.

There is a small but emerging body of theory related to the peculiar characteristics of new organizations. It is being built upon empirical observations of changes and adjustments new organizations undergo as they grow and mature.[1]

Dickson's exploratory study of new organizations describes a number of distinctive characteristics of such organizations. He finds them unusually responsive to their environment and, hence, to changes in the environment. He points out that becuase their goals are not fully developed or yet realized, new goals often are created as the organization matures. Their organizational patterns, he observes, are more informal and, crises get more active attention.

Barnard points out that survival of a new organization depends on maintaining a complex equilibrium which often calls for readjustment of the processes internal to the organization. He points out that organizational vitality lies in the willingness of individuals to contribute to a cooperative system. While the initial existence of an organization depends upon external conditions, its survival depends on maintaining equilibrium in the system.[2]

Leadership in new organizations has been noted to be different from that of older organizations. March and Simon suggest that the personality traits required of administrators during the new and innovative phase of an organization are quite different from the traits required during the subsequent program-execution stage. "The differences," they say, "are in the obvious direction--'idea men' versus 'orderly bureaucrat.'"[1] This factor has also been noted by Bernard Bass.[2]

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[1] See William Maclean Dickson, "An Exploratory Study of New Organizations," (Stanford University, unpublished dissertation, 1962). See also references in James G. March and Herbert Simon, Organizations (John Wiley and Sons, Inc., 1958); James D. Thompson and F. L. Bates, "Technology, Organization and Administration," Administrative Science Quarterly (December, 1957); and L. F. Urwick, The Pattern of Management (University of Minnesota Press, Minnesota, 1956).

[2] Chester I. Barnard, The Functions of the Executive, Cambridge: Harvard University Press, 1958, p. 82.

New organizations are characterized by improvisations and constant learning.[3] They are marked by the enthusiasm of the participants during the innovative phase of program development, but as programmed activity replaces innovation, enthusiasms wane, conflicts broaden, and accommodation is sought in organizational change.[4]

Most of these observations may be applied to coordinating councils in education and suggest the proposition that a new coordinating organization at the time it is formed is assumed to be appropriate to circumstances of the moment and to the stage of development of a state's coordinating mechanism. However, as changed conditions disturb the equilibrium within the state system, as enthusiasms wane, as strong conflicts develop, or as the external environment changes, the form of the organization will be superseded by another which is more nearly appropriate to the new conditions. As a growing and maturing organization, the California Coordinating Council was found to display many of the characteristics suggested in these statements.

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[1] James G. March and Herbert A. Simon, Organizations, New York: John Wiley and Sons, Inc., 1958, p. 187.

[2] Bernard M. Bass, Leadership, Psychology, and Organizational Behavior, New York: Harper and Brothers, 1960, p. 176.

[3] James D. Thompson and F. L. Bates, "Technology, Organization and Administration," Administrative Science Quarterly, December, 1957, p. 343.

[4] March and Simon, op. cit., p. 187.

We have seen instances of the Council being unusually sensitive to its environment. When legislative criticisms of Council procedures created pressures for change, we have seen the Council reform certain of its working procedures. This was seen, for example, in its changes and refinements of procedures for budget review and comment and for determining differentiation of functions among segments. But we also saw it refuse to change its basic plan for new campuses in spite of internal and external pressures. It changed its office location and the direction of much of its staff work so as to have more effective contact with government. It reformed its proxy voting procedures in answer to charges of bloc-voting. It devised new guidelines and timing schedules for its budget review function to coordinate better its efforts with the review procedures of the department of finance and the legislative analysts. These were efforts to improve its usefulness to the administrative and legislative agencies of the state as well as to function more effectively in the interests of its component educational institutions. We have seen that this area of change and reform is a continuing one.

We have seen new goals for the Council created out of changes in the Council's environment, when the federal government became a major resource of funds for higher education and it looked to local state bodies, such as the Council, to administer its programs.

As the Council has matured, we have seen it change from an informal arena of discussion and debate to a more formalized organizational structure. We have seen the internal equilibrium of the Council adjusted by the addition of more public members in an effort to bring better balance to the power structures within the Council. We have seen new staff leadership develop and the change from ad hoc innovation to more orderly organizational procedures.

Litwak and Hylton feel that internal conflict in coordinating organizations must be considered as a "given."[1] They see this conflict as more than simply a dependent variable; it is necessary to the organization's existence. For if conflict were to be eliminated, they argue, it could be done only by abandonment of interorganizational relations _or_ by consolidating the member organizations into a single authoritative structure. Either alternative would cause disintegration of the _coordinating organization_, for it would lose its primary reason for existence. Thus the coordinating mechanism must be designed to permit conflict without allowing conflict to destroy the equilibrium or the working relationships among its constituent organizations.[2]

Conflict has existed throughout the history of the Council and that of its predecessors. In order to keep conflict from decimating intersegmental relations, the Council has developed a number of new working mechanisms, and these mechanisms have been subject to periodic change as the nature of intersegmental conflicts and education-government conflicts change. Thus, we have seen changes in several of its procedural guidelines, in the nature and direction of its staff work, in the conformation and standardization of budgeting and reporting systems, and even in the directorship of the Council. Basic change of the membership structure became necessary when the conflicting forces of the public institutions' segments came close to producing a deadlock which could have destroyed the Council. More public members were added, and alternate and proxy voting privileges limited in order to realign the power structure against forces which alternated between destructive conflict and obstructive coalition.

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[1] Eugene Litwak and Lydia F. Hylton, "Interorganizational Analysis: a Hypothesis on Coordinating Agencies," _Administrative Science Quarterly_, VI, 1962, pp. 395-96.

[2] An applicable illustration is found in analysis of another type of coordinating organization, the Joint Chiefs of Staff within the U. S. Department of Defense. See William W. Kaufmann, _The McNamara Strategy_ (New York: Harper and Row, 1964), pp. 19-23.

The segments which comprise the Council have been continually aware of the fact that if intersegmental conflict remained unbridled for a protracted period of time, they would have to face the possibility of legislative-directed consolidation of the governance of all higher education in the state. This is a prospect which has engendered fear among the segments and would be resisted by the institutions in the interests of their dearly held autonomy. Thus, a major goal of the Council has been to contain conflict, though without hope of eliminating it.

Goal-directed Decision-making

The Master Plan was the long-term (1960-1975) plan for higher education in California. It established certain goals--however indefinitely defined--which were meant to be the guidelines for Council decision-making. Growth and maturation, and the presence of external and internal pressures causing conflict, made necessary a number of changes in the Council's decision-making processes if steady progress toward these goals was to be maintained. Changes were made in an effort to bring institutional programs into closer conformity with the Master Plan goals.

The point may be illustrated as follows: Avoidance of unnecessary duplication of institutional programs was stated as a goal of the Master Plan and, hence, of the Coordinating Council. The goal itself lacked precise definition, even though it touched upon a very sensitive area of institutional independence and autonomy. Furthermore, the Master Plan offered the Council no suggestion of the means to attain this goal. The Council had to decide upon its own means of fulfilling this function. The young Council in 1962, still most sensitive to possible impingements on institutional prerogatives, decided upon a passive, or self-surveillance, method of operation. When this method failed, the Council decided upon a more active method of surveillance and review of institutional compliance.[1] Thus, the Council's decision to change its internal processes is seen as an example of goal-directed decision-making under the circumstance of an indefinite goal.

It may be suggested that decision-making in a coordinating organization is accomplished by one of two methods, depending upon the circumstances of the decision and the degree to which the ultimate goal of the organization is shared by all members of the coalition. In circumstances where the goal of the coordinating organization is not precisely shared by the constituent members, the decision is more apt to be arrived at by means of the bargaining process. If the end-goal is subscribed to by all members of the coalition, the decision will probably be made on the basis of the analytic process.

March and Simon theorize that "where a choice of a course of action requires comparison of several goals which are not themselves subgoals to a common [objective], the decision-making process will be characterized by bargaining."[2] Thus, when a course of action desired by the Coordinating Council was found to be in conflict with goals of member institutional segments (that is, when the divergent goals of the institutions were not subgoals of the objective of the Council), bargaining has played a part in the decision-making process.

This situation was found when the state colleges, with strong legislative backing, wished to establish three new colleges ahead of Master Plan schedule. The Council decided to withhold action pending a special interim study of the need for such institutions. Though not designed to do so, this decision allowed time for bargaining to enter into the decision-making process. The committee's draft of the report recommended going ahead with one new institution but deferring others until after 1970. This still did not satisfy the power sources which threatened unilateral action, so a further bargain was struck, wherein the Council finally recommended to the legislature that one college be built forthwith and declared that, since a "definite ultimate need" was found to exist for the other two, one of these might be recommended prior to 1969 and the second and third campuses in 1969 or thereafter.[1] The objective of the Council, in this case, was "orderly growth of public higher education." The subgoals were: adherence to the Master Plan schedule, decisive action only after completion of staff studies of lower division enrollments in the University and the state colleges, prior implementation of the diversion of lower division students to the junior colleges, and others. Divergent subgoals, which were not shared by the Council as a whole, were: the desire for expansion on the part of the state colleges, the ambitions of communities to acquire new colleges in their county areas, the desires of the University and of the junior colleges to consider the possible development of their own institutions in these areas at least concurrently with consideration of state college plans in these areas.

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[1] *Supra*, pp. 64-65.

[2] March and Simon, *op*. *cit*., p. 196.

The correlative hypothesis of March and Simon is that where alternatives under consideration are all directed to the same operational goals, analytic decision-making processes will predominate.[2] Under these

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[1] Supra, pp. 60-61.

[2] March and Simon, op. cit.

circumstances, bargaining is less apt to play a part. Thus, when the Council is preparing decisions related to its comments on the general level of support for all higher education (as opposed to its review of individual institutional budgets), when it is considering recommendations regarding general faculty salary increases, when it is considering counter moves to apparent infringements on academic freedoms under pressure from external sources, the Council will rely upon analytic studies of these subjects prepared by its professional staff as the basis for its decision-making. These are all shared goals of the institutional segments of the Council. Only on minor details will subgoals of particular institutions be in conflict with objectives of the Council.

On the basis of these observations, it might be predicted that necessary Council decisions which involve modifications of strongly entrenched institutional interests will be characterized by bargaining among institutions and segments, while decisions on matters of common or shared institutional interests will be arrived at more on the basis of analytic staff studies.

Definition of Goals

The investigation found that the Council, throughout its existence, has had to strive constantly for more precise definition of the major goals of coordination which were entrusted to it. As was pointed out in Chapter II, the organizational form and the prescribed functions of the Council were the product of extended debate, bargaining, and compromise within the Master Plan survey team. Goals of coordination were defined only in general terms. The Council was given advisory powers, but the expectation was expressed in the survey team's report that the Council would gain a position of influence on the basis of satisfactory performance and that acceptance of its recommendations would come as it gained the confidence of the institutions, the state officials, and the legislature.[1] The role of the Council in carrying out these goals was left largely to determination by the Council. As a result, the Council established a set of subgoals associated with each major objective (end-goal) of coordination set for it in the Master Plan. The subgoals were formulated in the environment of the individual and special interests (goals) of the institutions. In some cases, these were divergent from the goals perceived by the Council. This system of goals may be placed in hierarchical order. Furthermore, these goals changed and new goals were added as the Council matured, sought clearer definition of its objectives, and as it responded to the varying pressures in its environment.

This system of hierarchical goals may be illustrated further in the example of the Council's mandate to "review the annual budget and capital outlay requests of the university and the state college system, and presentation of comments on the general level of support sought."[2]

The end-goal might have been successively defined as:

1) Advisory comment on the level of support sought by the University and state colleges.

2) Advisory comment on the level of support sought from general funds of the state by all public institutions of higher education (including junior colleges and state scholarship funds applicable to private and public college students).

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[1] Supra, pp. 60-61. See also Master Plan Survey Team, op. cit., p. 54.

[2] Statutes of California, Education Code, Section 22703 (1).

3) Comment resulting in effective (readily accepted) advice.

4) Comment, with follow-up support and advocacy, which would influence the state to provide the level of support as requested and justified by the institutions and the Council.

Subgoals might have been defined in such terms as:

1) Development of universal terminology and budget procedures by all public institutions.

2) Development of adequate faculty salary scales and staffing formulas for each institutional segment so that desired quality of faculty may be attracted.

3) Developing a system of institutional budget reporting that provides full justification of programs and budget requests for their support.

4) Developing confidence in the Council's budget advice on the part of (1) the public educational institutions, (2) state fiscal officers, (3) the legislature.

5) Needed reform of the budget review, analysis, and advisory procedures presently employed by the Council, state administrative offices, and by the legislative analyst.

Possibly divergent subgoals, related to institutions, might have been expressed as:

1) Fiscal support as requested for proposed programs.

2) Expansion of institutional programs.

3) Freedom from fiscal control of educational programs.

The preceding may be seen as a system of goals generally applicable to any educational coordinating agency given an advisory mandate such as that of the California Council. It illustrates the particular steps in goal development in the experience of the California Council as perceived by the author and substantiated by the records and the personal viewpoints examined in the course of this investigation.

This system of goals was not organized by the Council and defined at the outset. The end-goals listed above represent a succession or accumulation of definitions of the Council's ultimate objective in this area. The listing of subgoals also represents a series of changes, new developments, and new directions taken on the way toward fulfillment of the end-goal. The listing (probably not conclusive) of the subgoals related to the special interests of the institutions represents those considerations that bear upon the Council's goal-directed decision-making.

Lindblom described goal-directed decision-making under these circumstances as process of "sub-optimizing." He pointed out that goals become articulated in terms of those immediately attainable goals or subgoals which seem to indicate the direction toward ultimate objectives as they are perceived by the organization.[1] With longevity and maturity some, but not all, of an organization's goals will become clearly defined and firmly established to the point where decisions can be "programmed" with more certainty that they will really be in line with ultimate goals. Inflexible dogma and strictly programmed decisions, however, are rarely desirable means of goal-directed decision-making.

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[1] See Charles E. Lindblom, "The Science of 'Muddling Through,'" Public Administration Review, Spring, 1959.

Added Influence and Authority Resulting from Federal Programs

The investigation disclosed that the Council has gained a considerable measure of informal influence as well as authoritative prerogative through its designation to administer or actually allocate certain of the funds made available within the state under the federal programs. It was found that this influence has been applied to strengthen compliance with the agreements and directives contained in the Master Plan. Furthermore, since allocation of these funds is largely beyond control by the state legislature, added influence has accrued to the Council from this independence.

Glenny has observed that one of the national consequences of these federal programs is that they tend to strengthen coordination at the state level and that they have drawn non-public institutions more closely into coordinating plans,[1] thereby broadening the area of coordination and adding to its area of influence. The strengthened position of coordination resulting from administration of federal programs may be seen as a commodity which is transferable, in terms of influence of the Council in securing compliance of member institutions, to areas other than that of federal programs. Thus, we have seen the Council's strengthened position of influence extended to securing compliance with Master Plan directives in areas of differentiated (or nonduplicative) programs, new buildings, and new campuses ("If the program doesn't fit into the Master Plan, we simply won't fund it").[2] This strengthened position also has given the Council more influence in its review of institutional budget requests, for the state and federal funding programs must complement each other. March alludes to a kinetic property of influence as a force which "can be treated . . . as a pervasive mechanism for reaching decisions. . . . a fundamental intervening variable for the analysis of decision-making. . . . Influence is to the study of decision-making what force is to the study of motion."[1]

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[1] Glenny, "Politics and Current Patterns in Coordinating Higher Education," op. cit.

[2] Supra, p. 131.

Autonomy and Coordination

The final proposition advanced at the outset of this study was that because public resources are limited and citizens who contribute these resources have the right to know that they are being disbursed efficiently, and because coordination is necessary under these circumstances, complete autonomy of the public institutions is impossible. It, therefore, was assumed that the coordinating organization must find an acceptable balance between the authority which is necessary to safeguard this public interest and the autonomy which is necessary to safeguard the quality and productiveness of the institutions of higher education.

A recurring theme, this investigation found, has been the desire of the membership segments which comprise the Council for preservation of institutional autonomy in the heated conflicts which surround critical decision-making. California's colleges and universities are traditionally independent, autonomous entities. Yet the reason for their Council participation is to coordinate their autonomous actions to the extent of avoiding duplicatory and wasteful functions and facilities, to cooperate on the presentation of budget requests in such a way that state fiscal authorities can recognize individual needs and more intelligently dispense financial support, and to plan a statewide system of higher education which is responsive to the state's need.

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[1] James C. March, "An Introduction to the Theory and Measurement of Influence," The Americal Political Science Review, Vol. 49, 1955.

The framers of the Master Plan, themselves a coalition of education and state officials, sought to minimize conflict over these autonomous desires and purposes by constructing an elaborate statement of definitions of the differentiated functions of each segment of the system and charging the Council with action to gain compliance with them.

Litwak and Hylton, in discussing coordination of social welfare agencies, pointed out that one of the major desires of organizations which are also members of a federated body is to preserve their autonomy and distinctive character.[1] This is particularly important when there is a conflict of values and where the opposing values in conflict are both desired. One way of assuring that each of the conflicting values will be retained, despite the conflict, is to put them under separate organizational structures.[2]

The Master Plan's concept of differentiated institutional functions is illustrative of this theory. The Master Plan declared that the University was the ". . . primary state supported academic agency for research . . ."[3] and that ". . . the primary function of the state colleges is the provision of instruction for undergraduate students, and graduate students through the master's degree, in the liberal arts and sciences, in applied fields and professions, including the teaching profession."[4]

Litwak and Hylton go on to point out that under conditions of limited resources, coordination of the overall effort within a "system" becomes necessary.[1] The conditions of limited resources in the face of unprecedented enrollment expansions is the circumstance which primarily motivated the creation of coordinating councils. Unbridled competition for scarce funds among the public institutions within a state aggravated this condition and called for laws and regulations to eliminate wasteful competition wherein the (politically) strong often inherited the lion's share, and the weak the lamb's. Glenny points out that "the relative merits and benefits to be gained from living in a lawfully ordered society must be considered as against the freedom of unregulated competition." He then goes on to say that "the real issue is over the degree to which coordination infringes on the institutional freedom essential to the advancement of knowledge, the exploration of ideas, and the critical assessment of society itself."[2]

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[1] This is also true of states within the federal government of the United States, or of counties within the federated governments of the states.

[2] Litwak and Hylton, op. cit., p. 396.

[3] State of California, Education Code, Section 22550.

[4] Ibid., Section 22606.

The constructive role of coordination has been previously mentioned, and this is appropriate to a discussion of individual autonomy within a coordinating or cooperative organization. McConnell commented on this point as follows:

> Effective coordination sometimes undeniably entails restraint, but if the results of coordination are mainly negative they will be unfortunate. The great need in public higher education is for constructive, collaborative, and comprehensive planning, and for purposeful sharing, as well as purposeful division, of responsibilities.[3]

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[1] Litwak and Hylton, loc. cit.

[2] Glenny, op. cit.

[3] McConnell, op. cit., p. 169.

The public universities and colleges in many states have come to realize not only the necessity for coordination, but the advantages to their institution of some system which would allow them to plan their educational programs and physical facilities more constructively, and, at the same time, have a greater feeling of security that these programs will fill a public need and receive the support of the public's funds. Glenny draws on a national perspective to comment, "Seldom, if ever, have university administrators attempted to abolish a formal coordinating agency. They have little desire to return to unpredictable legislative lobbying and pressure tactics, whatever nostalgia may arise for such activities when attempting to gain a dramatic expansion unlikely to be provided in a statewide master plan."[1]

Barnard points out that a cooperative system must create a surplus of satisfactions to the cooperating members in order to be efficient and acquire stability. "The efficiency of a cooperative system," he said, "is its capacity to maintain itself by the individual satisfactions it affords. This may be called its capacity of equilibrium, the balancing of burdens by satisfactions which results in continuance."[2] The surplus of satisfactions a coordinating agency can offer its member institutions in the form of the constructive values, over the burdens of restrained autonomy, will determine the success or failure of the coordinating organization.

Whether the California Council offers its members such a surplus of satisfactions cannot be determined with accuracy at this stage in its history. But certainly the lessons taught by the history of its first six years should be learned by its members, for they have offered illustrations of the chaos that could have existed if members had not bought the values of coordination at a price set in terms of restrained autonomy--a price which was probably a bargain compared to the price they would have had to pay today.

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[1] Glenny, *op. cit.*

[2] Barnard, *op. cit.*, p. 56.

CHAPTER VIII

FURTHER INVESTIGATION OF COORDINATION

This study of California's Coordinating Council for Higher Education was undertaken with two objectives in mind. The first was to analyze the principal changes which had been made in the Council and to discover the reasons for these changes. The second was to develop, from the study of the Council's experiences, certain hypotheses related to cause and effect of organizational change in coordinating agencies and to present proposals for future investigations of these agencies and their place in statewide public higher education systems.

In the previous chapter the findings of the investigation were summarized in a review of the apparent changes in the Council. An attempt was made to explain the reasons for these changes on the basis of empirical evidence and of certain theories related to organizations and coordination which have come out of the literature of organizational research.

In this chapter, the second objective will be developed in terms of conclusions reached by the author as a result of this investigation regarding the areas for future study of coordination which would appear to be fruitful and significant.

It is emphasized that the empirical evidence drawn from a single case study should not be generalized to the whole field of coordination of higher education. No such attempt was made in this study. The study does suggest, however, that a number of the characteristics of growth, maturation, and change may not be uncommon to experiences in other states and in other organizational settings. These suggest areas for future study on a wider scale, which may aid scholars and practitioners in higher education administration.

A conclusion of this investigation is that there are at least four major areas of study which could contribute significantly to knowledge of the developing field of statewide higher education systems, their coordination and their organization.

Comparative Study of State Coordinating Organizations

Research Problem

In spite of the peculiarities and local differences in institutions and in state governments, the experiences of existing state coordinating agencies are of interest and value to the emerging systems in other states. Throughout the course of this investigation, constant inquiries were made of the author by persons interviewed and others regarding the organizational form, duties, authorities, etc. of coordinating agencies in other states. They also inquired about the reasons for known changes in other states. The persons making these inquiries were those who should be informed of these matters, for they were members of the legislature and of state executive offices, members of the Council, and administrative officers of California universities and colleges.

Research in the dynamics of coordinating organizational forms could produce informal guidelines based on accumulated experience. The literature of this field has been more related to the history of coordinating agencies than it has been comparative or analytical of their organizational form and function. Changes in state coordinating agencies have been chronicled without penetrating study of the reasons for the changes.

Expected Findings

It can be expected that comparative studies would disclose: (1) that while coordinating agencies have been in existence for some time in fields of social welfare, public health, and the military, most coordinating organizations of higher education are still undergoing initial periods of growth, maturation, and change and, consequently, will be experiencing many of the developmental changes which this investigation disclosed were in evidence in the early history of the California Council; (2) that there is a high degree of commonality in the nature of conflicts, internal and external pressures, and the political environments in which most coordinating councils exist; (3) that the responses, in form of organizational adjustment and change on the part of agencies in different states will vary considerably; and (4) that the traditions and academic prestige of public institutions and the relative strengths of public and private institutions will be principal variables in an analysis of the organizational responses to these pressures and conflicts.

Research Proposals

1) A periodic survey of the basic forms for coordination of higher education in each of the fifty states is an ongoing requirement. Such a survey should be brought up to date every two years, to coincide with the bi-annual meetings of legislatures. Such a survey would be a continuation of the studies of Martorana and Hollis,[1] combined with the periodic reporting service formerly carried on, but now discontinued, by the U. S. Office of Education in its "Survey of State Legislation Affecting Higher Education."[2]

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[1] S. V. Martorana and Ernest V. Hollis, State Boards Responsible for Higher Education, U. S. Office of Education, Circular No. 619, Washington, 1962.

[2] "Survey of State Legislation Affecting Higher Education," U. S. Office of Education.

2) A comparative study of coordinating agencies in a number of states representative of the several distinctly different types of coordinating organization. The study might be made in terms of a set of goals or expectations which seem to be common to coordinating agencies in higher education. The study then would investigate the means employed to reach these goals and the pressures and responses to pressures which caused changes in these means. The evidence gathered should reflect the abilities of various organization forms to fulfill these goals.

Study of the Dynamics of Authority Structures in Coordinating Agencies

Research Problem

Some state coordinating agencies have been given considerable formal authority to enforce compliance with administrative orders resulting from Council decisions. Others, such as California, are labeled "advisory only" and left to rely upon an accumulation of informal influence, prestige, or persuasiveness to accomplish their purposes effectively. There are others that fall at midway points in this continuum.

As this study of the California Council has shown, and as is generally known of coordinating agencies in other states, change has been a continuing attribute of coordinating organizations. One of the changes in the authority structure of the California Council was brought on by its assignment to administer federal funding programs within the state. This assignment was given to coordinating agencies in most other states where such agencies existed. Most changes, however, are the product of the conflicts and powerful pressures that are exerted on higher education institutions and their coordinating agencies. Many of these changes may have altered the authority structure of the coordinating agencies--increasing it or decreasing it.

Expected Findings

There may be evidence that those coordinating agencies that fall at the midway points in the continuum between "advisory" and "regulatory" may not have been placed there originally, but moved to these positions by accumulating additional powers or losing some of their original powers during the course of their growth and development. The literature of public administration contains a theory that regulatory bodies become more regulatory as time goes on.[1] Does such theory apply to coordinating agencies in higher education, whose institutions have a long tradition of antipathy to authoritarianism, particularly when that authority comes from a body external to its own community?

Research Proposal

There would be value in a study--perhaps on a longitudinal basis--of the dynamics of authority structures vested in legally constituted higher education coordinating agencies. Such a study might start from the hypothesis that legally constituted coordinating agencies, particularly as they gain confidence of state officials and legislators, tend to accumulate more authoritative powers over the administration of higher education institutions. It would be tested on the basis of empirical evidence of changes in coordinating organizations in the directions of increasing or decreasing their authoritative or regulatory powers. Such a study might be made in approximately ten states where coordinating agencies were founded in the years of this decade. The history of changes in their authority structures could be traced through the remainder of this decade--until 1970. These will be the years when higher education will see tremendous expansion and when state governments will be accumulating experience with these problems as they relate to public higher education.

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[1] See J. E. Anderson, The Emergence of the Modern Regulatory State, Washington D. C., Public Affairs Press, 1962.

Study of Coordination as a Means of Preserving Individuality and Diversity

Research Problem

A common criticism directed toward statutory coordinating agencies, in the period of the late 1950's and early 1960's when many were emerging from former voluntary associations, was that when legal sanctions were applied to coordination, standardization of functions--academic as well as administrative--would result. Many public institutions which were proud of their independence and their individuality tended to praise diversity as a virtue, and coordination as a vice leading to conformity and mediocrity. They feared the lowering of prestigious institutions to a common level to meet those weaker institutions that would be strengthened, broadened, and given greater prestige through coordinated planning and coordinated administration. There is ample evidence, however, that public institutions, particularly those in the same state, strive for similarity rather than diversity. They have shown a tendency to practice imitation in the name of innovation. In the absence of coordinated planning, the problem is compounded.

Expected Findings

It might be hypothesized that in states with strong coordinating agencies, the institutions of public higher education display a greater tendency to diversity than to imitation and similarity. Perhaps institutional mediocrity is less a product of inter-institution coordination than of other social forces, not the least of which is a reluctance to support adequately public higher education.

Research Proposal

This study should be made in selected states where the statutory coordinating agencies have been in existence for at least five or six years to assure that if change in the directions indicated in the hypothesis is to take place, it would have had ample time to do so. Since there may be regional and historic differences in the values institutions place upon individuality, diversity, independence, and even autonomy, it would be well to have state coordinating agencies in each of the major geographical sections of the country represented in the study.

Study of the Role of Public Representatives in Higher Education Coordination

Research Problem

A study of this phase of the higher education coordinating movement involves four basic questions: (1) Whether informed laymen, dedicated to public service and to the needs of higher education, are as capable of making educational decisions as a body of professional educators, who with their expertise also would bring prejudices favoring a particular educational philosophy or an understandable bias in favor of the institutions or segments they represent; (2) whether more effective coordination, in terms of fulfilling a state's higher education plan or other predetermined guideline, can be accomplished if there is lay public representation on the decision-making board; (3) whether coordinating boards should simply incorporate some minority representation of the general public, or whether this public representation should be in the majority voting position on the board, or whether the board should be made up in its entirety of public representatives; and (4) whether there is a discernible trend toward greater public representation in coordinating decision-making bodies.

Expected Findings

Since 1960, the number of state higher education coordinating agencies with some of their members representing the general public has increased from seven to fifteen. This does not include those seventeen states where a single consolidated governing board administers all institutions in the state (all of which contain public members).[1] This may indicate the beginning of a trend toward more public representation on coordinating boards, particularly since, in this same period, the number of agencies made up entirely of institutional representatives decreased.

It might be hypothesized that those coordinating agencies which have been given authoritative or regulatory powers will have the general public represented on their decision-making board, and that the greater the number of authoritative and regulatory powers given to the coordinating agency, the greater the number of public representatives on the board.

Research Proposal

This study should be made in a sufficient number of states to get representation of the three degrees of public participation on coordinating boards--those where public members are in the minority, those where they are in the majority, and those where the entire board is composed of public members. It also should contain representation of states where coordinating agencies are purely advisory, those where the agencies have been given some limited authoritative powers, and those where agencies have been given a greater number of authoritative and regulatory functions.

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[1] J. G. Paltridge, Organizational Forms Which Characterize Statewide Coordination of Public Higher Education, *loc. cit.*

Conclusions

There can be little doubt that organizations for the coordination of higher education at the state level will become a general and firmly established institution. The form which these organizations will take will vary from state to state. It is apparent, also, that these organizations will undergo growth, maturity, and organizational change.

Throughout the next decade, higher education, and particularly the public institutions of higher education, will be facing the greatest problems of enrollment growth and expansion of facilities. Furthermore, an expanding and increasingly technological society will demand expansion of education programs. Some form of coordination is necessary to order this expansion.

Continuing research of the administrative and organizational forms of coordination will be highly important as a guide to purposeful planning of needed educational programs and necessary financial resources.

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APPENDIX A

INTERVIEW GUIDE

Study of Organizational and
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Persons were informed that information and opinions offered in response to these questions and subsequent inquiries were to be held in strict confidence, with no names mentioned in connection with any material not already on public record. It was explained that the information was to be used as background material for a paper on changes in the California Coordinating Council.

1. Questions about personal background (public members):

    a. What is your primary business or profession?

    b. Where is it located?

    c. Other than your membership on the Council, what other connections have you had with education?

    d. How long have you been serving on the Council?

    e. Have you held any other appointment to an organization of state government or administration?

    f. Have you held any positions in a state political party organization?

2. What do you conceive to be the primary role of the public representative on the Council?

3. What do you conceive to be the primary role of the private institutions' representative on the Council?

4. What do you conceive to be the primary role of the representatives of the public institutions' segments on the Council?

(Questions 5 and 6 asked only of appointed members.)

5. Why do you think you were asked to serve on the Council?

   a. Because of your previous service on public service commissions?

   b. Because of your experience in policy-making and administration of higher education?

   c. Because of your business background?

   d. Because you can represent a particular geographic area of the state?

   e. Because you can represent a segment of the community--such as labor, agriculture, business, etc.?

   f. Because of your influence with the legislature?

   g. Some other reason?

6. What are the areas of Council discussions which are most relevant to members of your segment?

7. Do the members of your segment of the Council usually confer with each other regarding their votes or positions on key issues? Frequently? Occasionally? Seldom? Never?

8. Do they confer more often with members of one particular segment than with any other? Which one?

9. Questions regarding the recent change in membership composition of the Council (i.e., addition of three more public members).

   a. Were you in favor of enlarging the public segment on the Council?

   b. In your opinion what were the reasons for the change in public representation?

   c. Were there specific issues before the Council--or some particular controversy--which you feel may have created the movement which resulted in this change?

   d. Do you feel that the new membership composition has changed--or will change--the nature of actions taken by the Council? In what manner?

   e. Do you foresee a later change of the public sector to parity with the institutional representatives? To a majority position?

   f. If such is suggested, can you state now what your opinion would be?

10. Questions related to the Council's responsibilities in the administration of certain federal funding programs for institutions within the state.

   a. Do you feel that the responsibilities given to the Council in this area have changed--or are going to change--the position and/or influence of the Council in its relations with the institutions in the state?

   b. Do you feel it has--or will--alter the relationship of the Council with the legislature? With state executive offices?

   c. Do you feel that it has--or will--change the relative position and/or influence of any one --or of more than one--segment of the Council's membership?

11. Questions related to the search for changes which appear to have come about in the Council's execution of the three basic functions outlined in the Donahoe Act and related to (a) differentiated segmental functions, (b) location of new campuses, (c) budget comment.

    a. In 1962 the Council adopted a document on Procedures for Differentiation of Function . . . which stated that "each segment should be the competent custodian of its own differentiated functions." In 1964 it adopted a document on Procedures for Review With Attention to Differentiated Functions . . . and Comment Upon Academic Plans, which calls for the Council to request the segments to submit their academic plans, and for the Council to then compare them with the programs listed in current institutional catalogs and comment upon their adherence to the master plan.

        1) Would you comment on the reason for this procedural change?

        2) In your opinion, is this degree of surveillance necessary?

        3) In some states, the coordinating agency has the authority to approve or disapprove new proposed educational programs and to disapprove and request discontinuance of existing programs. Do you feel that the California Council should be given this authority?

    b. Council planning for orderly growth and location of new campuses.

        1) Do you believe there has been--or that there should be--any change in the criteria used by the Council for determining the locations of new campuses?

2) Do you feel that the Council now holds the confidence of the legislature for fulfillment of this responsibility as set forth in the Donahoe Act?

c. Council comment on level of support. The Donahoe Act specifies that the Council be advisory to the segments and appropriate state officials . . . and review the annual budget and capital outlay requests of the University and the state college system and present comments on the general level of support sought. Hale Champion, in 1963, commented that the Council might become the successor to the department of finance "in making certain higher education judgments" (though the statement was largely modified or withdrawn later).

1) Do you feel that the Council over the last 5 years has moved in the direction indicated by the Champion statement, that is, toward more authority?

2) What improvements have you seen in the Council's execution of its budget review responsibility?

3) Do you feel that an undue number of "educational decisions" are being made by departments or agencies other than the Coordinating Council or the institutions themselves?

12. General questions related to the Council.

a. Would you comment on the degree of confidence the Council now appears to hold in its relations with the public institutions? With the state government?

b. How would you compare the internal decision-making procedures of the Council today with those of the period prior to mid-1964 in respect to such matters as: (1) dispatch with which decisions are made, (2) prevalence of cooperation--or of conflict--in decision-making, (3) amount and quality of staff work as groundwork for decisions?

c. Do you feel that the Council has given more leadership and direction to the affairs of higher education in the state in recent years: (1) in the period since mid-1964 as compared to the period prior to then? (2) What evidence of this can you point to? (3) Do you feel that stronger leadership is necessary?

d. (1) Did you favor the move of Council offices to Sacramento? (2) Are you in favor of the Council's becoming more active in its day-to-day working relationships with the legislature? (3) With state executive offices?

e. Do you feel that the Council should be given more authoritative power to secure compliance with the (presently advisory) responsibilities it is given under the Donahoe Act in such areas as: (1) planning for new facilities, (2) assuring proper differentiation of functions, (3) recommending necessary budgetary adjustments after the general level of support has been determined?

APPENDIX B

PERSONS INTERVIEWED

Russell Barthell, Associate Director, California Coordinating Council for Higher Education (CCHE)(now deceased)

Philip L. Boyd, Member CCHE; Regent, University of California

Sidney Brossman, Staff, CCHE

Charles S. Casassa, S.J., Member, CCHE; Member, Master Plan Advisory Committee; President, Loyola University, Los Angeles

Warren M. Christopher, Member, CCHE

Arthur G. Coons, Member and President, CCHE; Chairman, Master Plan Survey Team; President Emeritus, Occidental College.

Kenneth Cory, Legislative Administrative Assistant, office of Assemblyman Charles Garrigus

William Culver, Legislative Administrative Assistant, office of Senator Walter Stiern

Fred S. Farr, Senator, California Legislature, 1955-

Loren Furtado, Budget Director, University of California

Charles Garrigus, Assemblyman, California Legislature, 1958-

George Gilman, Member, CCHE

Leroy F. Greene, Assemblyman, California Legislature, 1962-

Donald L. Grunsky, Senator, California Legislature, 1952-

Robert Harris, Department of Finance, State of California

Thomas C. Holy, Consultant, CCHE; Member, "Restudy" Committee; Member, Master Plan Survey Team

James Jensen, Consultant, California Senate Committee on Education

Robert S. Johnson, Member, Master Plan Survey Staff

Frank Kidner, Vice President -- Institutional Relations, University of California; Member, "Restudy" Staff

Milton Kloetzel, Member, CCHE; Graduate Dean, University of Southern California

Bert Koen, California State College Professors Association

Louis Kroeger, Member, CCHE

Bert Levit, Member, CCHE; former Director of Finance, State of California

Michael Manley, Consultant, California Assembly Education Committee

Larry Margolis, office of Assemblyman Jesse Unruh

Alvin Marks, Associate Director, CCHE

Franklin Matsler, Staff, CCHE

Dean E. McHenry, Member, Master Plan Survey Team; Chancellor, University of California -- Santa Cruz

Donald A. McLaughlin, Member, CCHE; Member, Master Plan Committee; Regent, University of California

Robert T. Monagan, Assemblyman, California Legislature, 1960-

Alan Post, Legislative Analyst, California Legislature; Representative, Master Plan Survey Team

C. Easton Rothwell, Member, CCHE; President, Mills College

Albert J. Ruffo, Member, CCHE; Trustee, California State College System

E. Salzman, Staff Writer, Oakland Tribune

J. C. Schuerman, Staff, CCHE

Keith Sexton, Associate Director, CCHE; Consultant, Master Plan Survey Team

Bert Simpson, Staff, CCHE

John Smart, Staff, CCHE

Willard Spalding, Director, CCHE

Walter Stiern, Senator, California Legislature, 1958-

Jesse Unruh, Assemblyman, California Legislature; Co-Chairman, Joint Legislative Committee on Higher Education

Stuart White, Member, CCHE; President, Fresno City College

Harold Winkler, Consultant, Senate Finance Committee

Gordon Winton, Assemblyman, California Legislature, 1956-

APPENDIX C

THE MASTER PLAN FOR HIGHER EDUCATION IN CALIFORNIA

As Embodied in the

Donahoe Higher Education Act of 1960
As Amended

DIVISION 16.5 HIGHER EDUCATION

Chapter 1. General Provisions

22500. Public higher education consists of (1) all public junior colleges heretofore and hereafter established pursuant to law, (2) all state colleges heretofore and hereafter established pursuant to law, and (3) each campus, branch and function of the University of California heretofore and hereafter established by the Regents of the University of California.

22501. It is hereby declared to be the policy of the Legislature not to authorize or to acquire sites for new institutions of public higher education unless such sites are recommended by the Co-ordinating Council for Higher Education and not to authorize existing or new institutions of public education, other than those described in subdivisions (2) and (3) of Section 22500, to offer instruction beyond the fourteenth grade level.

Nothing in this section shall be construed to require any further recommendations as a prerequisite to legislative action with respect to state colleges intended to be in operation by 1965 or University of California campuses intended to be under construction by 1962, as set forth in the recommendations contained in the Master Plan for Higher Education printed on page 42, paragraphs 4 and 6, Senate Journal (Regular Session) for February 1, 1960.

22503. Each segment of public higher education shall strive for excellence in its sphere, as assigned in this division.

22504. The provisions of this division shall supersede the provisions of any other law which conflict with the provisions of this division.

Chapter 2. University of California

22550. The Legislature hereby finds and declares that the University of California is the primary state-supported academic agency for research.

22551. The University may provide instruction in the liberal arts and sciences and in the professions, including the teaching profession. The University has exclusive jurisdiction in public higher education over instruction in the profession of law, and over graduate instruction in the professions of medicine, dentistry, veterinary medicine and architecture.

22552. The University has the sole authority in public higher education to award the doctoral degree in all fields of learning, except that it may agree with the state colleges to award joint doctoral degrees in selected fields.

22553. The University may make reasonable provision for the use of its library and research facilities by qualified members of the faculties of other institutions of public higher education in this State.

Chapter 3. The California State Colleges[1]

22600. The California State Colleges shall be administered by a board designated as the Trustees of the California State Colleges which is hereby created.

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[1] Amended 1961 to substitute California State Colleges for "State College System of California."

22600.1. Whenever, in any law, the term "Trustees of the State College System of California" or the term "chief executive officer of the State College System" is used, such terms shall be deemed to mean the Trustees of the California State Colleges and the Chancellor of the California State Colleges respectively. (Added 1965.)

22601. The board shall be composed of the following four ex officio members: the Governor, the Lieutenant Governor, the Superintendent of Public Instruction, and the person named by the Trustees to serve as the Chancellor of the California State Colleges; and 16 appointive members appointed by the Governor, except that the members, as of the effective date of this section, of the State Board of Education shall serve ex officio as and among the first appointive trustees. The Speaker of the Assembly shall have the status of a legislative interim committee on the subject of the California State Colleges and shall meet with the board and participate in its work to the extent that such participation is not incompatible with his position as a member of the Legislature.

22601.5. Commencing on March 1, 1961, the terms of the appointive trustees shall be eight years, except that the 16 appointive trustees serving on February 28, 1961, shall have new terms of office which they shall classify by lot so that two of the terms of such appointive members shall expire on the first day of March of each calendar year commencing in 1962 and ending in 1969.

22602. The expiration of a trustee's term of office as a member of the State Board of Education or any earlier vacancy in that office shall create a vacancy in his trusteeship, unless the term ascribed thereto by lot has already expired. In case of any vacancy on the board of trustees, the Governor shall appoint a successor for the balance of the term as to which such vacancy exists.

22603. If the trustees and the Regents of the University of California both consent, the Chancellor of the California State Colleges shall sit with the Regents of the University of California in an advisory capacity and the President of the University of California shall sit with the trustees in an advisory capacity.

22604. The Trustees of the California State Colleges shall succeed to the powers, duties and functions with respect to the management, administration and control of the state colleges heretofore vested in the State Board of Education or in the Director of Education, including all powers, duties, obligations, and functions specified in Article 2 (commencing at Section 24501) of Chapter 11 of Division 18 of this code, and all obligations assumed by the State Board of Education pursuant to that article prior to July 1, 1961.

On and after July 1, 1961, the Trustees of the California State Colleges shall have full power and responsibility in the construction and development of any state college campus, and any buildings or other facilities or improvements connected with the California State Colleges. Such powers shall be exercised by the Trustees of the California State Colleges notwithstanding the provisions of Chapter 2 (commencing at Section 14100) and Chapter 3 (commencing at Section 14250) of Part 5 of Division 3 of Title 2 of the Government Code, except that the powers shall be carried out pursuant to the procedures prescribed by these laws.

The provisions of this chapter relating to the transfer of the powers, duties, and functions with respect to the management, administration and control of the state colleges shall become operative on July 1, 1961.

Prior to October 1, 1965, the Trustees of the California State Colleges may accept gifts of land, or gifts of options on land, may accept and expend gifts of money for the purchase of land or options on land and may enter into negotiations and contracts for the purchase of land for a future state college site in the vicinity of any of the areas specified in the recommendations contained in the Master Plan for Higher Education printed on page 42, paragraph 5, Senate Journal (Regular Session) for February 1, 1960, except that such gifts, expenditures, negotiations, and contracts shall not obligate the expenditure of any state funds for the purchase of such land or for development on such land, unless the Legislature shall subsequently approve the obligation by appropriating the funds for that specific purpose. (Added 1963.)

Any such acceptance or acceptances and expenditure or negotiations and contract may be conditioned upon an automatic reversion back to the donor or automatic termination of the negotiations and contract if a new state college is not established at a specific site prior to a specific date designated by the trustees and the donor or the trustees and the person or corporation with whom the trustees are negotiating or contracting. (Added 1963.)

22605. The California State Colleges shall be entirely independent of all political and sectarian influence and kept free therefrom in the appointment of its trustees and in the administration of its affairs, and no person shall be debarred admission to any department of the state colleges on account of sex.

22606. The primary function of the state colleges is the provision of instruction for undergraduate students and graduate students, through the master's degree, in the liberal arts and sciences, in applied fields and in the professions, including the teaching profession. Presently established two-year programs in agriculture are authorized only when mutually agreed upon by the Trustees of the California State Colleges and the State Board of Education. The doctoral degree may be awarded jointly with the University of California, as provided in Section 22552. Faculty research is authorized to the extent that it is consistent with the primary function of the state colleges and the facilities provided for that function.

22607. All state employees employed on June 30, 1961, in carrying out functions transferred to the Trustees of the California State Colleges by this chapter, except persons employed by the Director of Education in the Division of State Colleges and Teacher Education of the Department of Education, are transferred to the California State Colleges.

Non-academic employees so transferred shall retain their respective positions in the state service, together with the personnel benefits accumulated by them at the time of transfer, and shall retain such rights as may attach under the law to the positions which they held at the time of transfer. All non-academic positions filled by the trustees on and after July 1, 1961, shall be by appointment made in accordance with Chapter 9 (commencing at Section 24201) of Division 18 of this code, and persons so appointed shall be subject to the provisions of Chapter 9.

The trustees shall provide, or cooperate in providing, academic and administrative employees transferred by this section with personnel rights and benefits at least equal to those accumulated by them as employees of the state colleges, except that any administrative employee may be reassigned to an academic or other position commensurate with his qualifications at the salary fixed for that position and shall have a right to appeal from such reassignment, but only as to whether the position to which he is reassigned is commensurate with his qualifications. All academic and administrative positions filled by the trustees on and after July 1, 1961, shall be filled by appointment made solely at the discretion of the trustees. The trustees shall establish and adjust the salaries and classifications of all academic and administrative positions and neither Section 18004 of the Government Code nor any other provision of law requiring approval by a state officer or agency for such salaries or classifications shall be applicable thereto. The trustees, however, shall make no adjustments which require expenditures in excess of existing appropriations available for the payment of salaries. The provisions of Chapter 9 (commencing at Section 24201) of Division 18 of this code relating to appeals from dismissal, demotion or suspension shall be applicable to academic employees.

Persons excluded from the transfer made by this section shall retain all the rights and privileges conferred upon civil service employees by law. Personnel of state agencies employed in state college work other than those transferred by this section and who are employed by the trustees prior to July 1, 1962, shall likewise be provided with personnel rights and benefits at least equal to those accumulated by them as employees of such state agencies.

Chapter 4. Junior Colleges

22650. The public junior colleges are secondary schools and[1] shall continue to be a part of the public school system of this State. The State Board of Education shall prescribe minimum standards for the formation and operation of public junior colleges and exercise general supervision over public junior colleges.

22651. Public junior colleges shall offer instruction through but not beyond the fourteenth grade level, which instruction may include, but shall not be limited to, programs in one or more of the following categories: (1) standard collegiate courses for transfer to higher institutions; (2) vocational and technical fields leading to employment; and (3) general or liberal arts courses. Studies in these fields may lead to the associate in arts or associate in science degree.

Chapter 5. Coordinating Council for Higher Education.

22700. There is hereby created an advisory body, the Coordinating Council for Higher Education, to be composed of three representatives each of the University of California, the California State Colleges, the public junior colleges, the private colleges and universities in the state, and six representatives of the general public. The University shall be represented by the President and two Regents appointed by the Regents. The California State Colleges shall be represented by the Chancellor and two trustees appointed by the trustees. Public junior colleges shall be represented by a member of the State Board of Education or its chief executive officer as the Board may from time to time determine, and a member of a local public junior college governing board and a public junior college administrator. The junior college governing board member shall be selected by the State Board of Education from a list or lists of five names submitted for its consideration by any association or associations of statewide coverage which represent junior college governing boards. The public junior college administrator shall be selected by the State Board of Education from a list of five names submitted for its consideration by the California Junior College Association. The private colleges and universities shall be represented by three persons, each of whom shall be affiliated with a private institution of higher education as a governing board member or as a staff member, in an academic or administrative capacity and shall be appointed by the Governor after consultation with an association or associations of such private institutions and subject to confirmation by the Senate. The general public shall be represented by six members appointed by the Governor subject to confirmation by the Senate. The terms of the appointments made pursuant to this section shall be as follows:

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[1] "are secondary schools and" added 1963.

(a) The three representatives appointed by the Regents shall serve until the first meeting of the Regents in the next succeeding calendar year following their appointment.

(b) The trustees appointed by the trustees shall serve until the first meeting of the trustees in the next succeeding calendar year following their appointment.

(c) The member of the State Board of Education or its chief executive officer who represents the public junior colleges shall serve until the first meeting of the Board in the next succeeding calendar year following his appointment.

(d) Except as otherwise provided in this subdivision, the term of office of all of the other members of the Council appointed pursuant to this section is four years, and they shall hold office until the appointment of their successors.

The terms of such members in office on November 1, 1965, shall expire as follows:

(1) The term of the member who, as a member of a local public junior college governing board, is representing the public junior colleges, the term of one of the members representing the private colleges and universities, and the term of one of the members representing the public shall expire on November 1, 1965.

(2) The term of one of the members representing the private colleges and universities, and the term of one of the members representing the public shall expire on November 1, 1966.

(3) The term of the member who, as a public junior college administrator, is representing the public junior colleges and the term of one of the members representing the public shall expire on November 1, 1967.

(4) The term of the other member representing the private colleges and universities, and the term of one of the members representing the public shall expire on November 1, 1968.

(5) The terms of the other two members representing the public shall expire on November 1, 1969.

On or before November 1, 1965, the Governor shall designate the order in which the terms of his appointees expire pursuant to this subdivision.

(e) Any person appointed pursuant to this section may be reappointed to serve additional terms.

No appointing authority specified in this section shall appoint any person to alternate membership on the Council with the following exceptions who shall be appointed by the appropriate appointing authority: two alternates for the President and the two representatives of the Regents: two alternates for the Chancellor and the two representatives of the trustees, and one alternate for the one representative of the State Board of Education. Each alternate shall be a member of the appropriate appointing authority and shall be appointed for an annual term.

22701. The Council shall appoint and may remove a director in the manner hereinafter specified. He shall appoint persons to such staff positions as the Council may authorize.

22702. The Council shall prescribe rules for the transaction of its own affairs, subject, however, to the following requirements and limitations: (1) the votes of all representatives shall be recorded; (2) effective action shall require the affirmative vote of eight members; and (3) the affirmative votes of ten members shall be necessary to the appointment or removal of the director.

22703. The Coordinating Council shall have the following functions, advisory to the governing boards of the institutions of public higher education and to appropriate state officials; (1) review of the annual budget and capital outlay requests of the University and the State College System, and presentation of comments on the general level of support sought; (2) advice as to the application of the provisions of this division delineating the different functions of public higher education and counsel as to the programs appropriate to each segment thereof, and in connection therewith shall submit to the Governor and to the Legislature within five days of the beginning of each general session a report which contains recommendations as to necessary or desirable changes, if any, in the functions and programs of the several segments of public higher education; and (3) development of plans for the orderly growth of public higher education and the making of recommendations on the need for and location of new facilities and programs.

22704. The Council shall have power to require the institutions of public higher education to submit data on costs, selection and retention of students, enrollments, plant capacities and other matters pertinent to effective planning and coordination, and shall furnish information concerning such matters to the Governor and to the Legislature as requested by them.

22705. This division shall be known and may be cited as the Donahoe Higher Education Act.

22706. All meetings of the Council shall be open and public and all persons shall be permitted to attend any meetings of the Council. (Added 1961.)

APPENDIX D

COORDINATING COUNCIL FOR HIGHER EDUCATION
ATTENDANCE OF MEMBERS
IN PERSON, AND BY ALTERNATE OR PROXY

(Dates, below, indicate month of appointment to the Council)		Percentage of the meetings attended by calendar years. (Number of Council meetings shown in brackets).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
JUNIOR COLLEGES							
Cosand -	in person	100%	75%	71%			
	by alternate or proxy		12	14			
White (10-62)	in person			100	100%	100%	100%
Nettle -	in person	100	100	100	87	100	100
Simpson -	in person	100	87	55			
	by alternate or proxy			45			
Daba (1-63)	in person				100	100	
Norris (4-64)	in person					67	37
	by alternate or proxy					11	37

APPENDIX D -- Continued

		Percentage of the meetings attended by calendar years. (Number of Council meetings shown in brackets).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
STATE COLLEGES							
Heilbron -	in person	100%	75%	67%	62%	67%	87%
	by alternate or proxy		25	33	25	33	
Liefer -	in person	100					
Gallagher (1-61)	in person		100	83			
	by alternate or proxy			17			
Dumke (6-62)	in person			67	87	92	87
	by alternate or proxy			33	13	8	3
Sutherland -	in person	100	37	67			
	by alternate or proxy		50	33			
Carr (6-62)	in person			100	83		
	by alternate or proxy				17		

APPENDIX D -- Continued

		Percentage of the meetings attended by calendar years. (Number of Council meetings shown in brackets).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Luckman (1-63)	in person				100%	50%	67%
	by alternate or proxy					33	17
Ruffo (9-65)	in person						100
UNIVERSITY							
Carter -	in person	100%	50%	60%			
	by alternate or proxy		50	40			
Hagar (6-62)	in person			75	87		
	by alternate or proxy			25	13		
Carter (1-64)	in person					42	37
	by alternate or proxy					55	50
Kerr -	in person	50	62	44	25	33	87
	by alternate or proxy	50	38	44	75	67	

APPENDIX D -- Continued

		Percentage of the meetings attended by calendar years. (Number of Council meetings shown in brackets).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Pauley -	in person	100%	50%	0%			
	by alternate or proxy		50	60			
McLaughlin (6-62)	in person			50	50%	75%	87%
	by alternate or proxy			50	37	25	
PRIVATE INSTITUTIONS							
Connolly -	in person	100	87	33			
Casassa (1-63)	in person				100	58	87
	by alternate or proxy					8	
Coons -	in person	50	62	56	100	83	86
	by alternate or proxy		12	11			
Rothwell (11-65)	in person						100

APPENDIX D -- Continued

		Percentage of the meetings attended by calendar years. (Number of Council meetings shown in brackets).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Wert -	in person	100%	100%	78%	75%	75%	83%
	by alternate or proxy			11		8	
Kloetzel (11-65)	in person						100
PUBLIC							
Christopher -	in person	100	50	100	100	100	100
	by alternate or proxy		37				
Kay -	in person	100	12	67	87	83	83
Coons (11-65)	in person						100
Millbank -	in person	50	50	50			
	by alternate or proxy		25	25			

APPENDIX D -- Continued

		Percentage of the meetings attended by calendar years. (Number of Council meetings shown in brackets).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Levit (12-62)	in person			100%	62%	58%	75%
	by alternate or proxy				25	17	
Gelman (11-65)	in person						100
Kroeger (11-65)	in person						100
Setrakian (11-65)	in person						100

APPENDIX E

COORDINATING COUNCIL FOR HIGHER EDUCATION
MEMBER AND SEGMENT PARTICIPATION IN COUNCIL ACTIVITY
MOTIONS INTRODUCED AND PARTICIPATION IN DISCUSSION BY PERCENTAGE OF TOTAL OF ITEMS LISTED IN MINUTES BY MEMBERS OR THEIR ALTERNATES

(Dates, below, indicate month of appointment to the Council)		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
JUNIOR COLLEGES							
Cosand	Motions	18%	3%	0%			
	Discussion	0	4	7			
White (10-62)	Motions			0	2%	10%	9%
	Discussion			0	3	8	13
Nettle	Motions	0	0	4	6	0	4
	Discussion	0	4	4	6	3	3
Simpson	Motions	12	3	0			
	Discussion	0	1	1			

APPENDIX E --Continued

		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Daba (1-63)	Motions				0%	0%	
	Discussion				17	2	
Norris (4-64)	Motions					0	1%
	Discussion					3	1
Total, Segment:	Motions	30%	6%	4%	8	10	14
	Discussion	0	9	12	26	16	17
STATE COLLEGES							
Heilbron	Motions	18	16	16	8	8	18
	Discussion	0	10	3	4	5	7
Liefer	Motions	0					
	Discussion	0					

APPENDIX E --Continued

		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Gallagher (1-61)	Motions		6%	0%			
	Discussion		15	4			
Dumke (6-62)	Motions			11	4%	2%	4%
	Discussion			10	10	10	9
Sutherland	Motions	5%	3	1			
	Discussion	0	1	4			
Carr (6-62)	Motions			9	0		
	Discussion			2	4		
Luckman (1-63)	Motions				6	8	1
	Discussion				5	5	2

APPENDIX E --Continued

		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Ruffo (9-65)	Motions						6%
	Discussion						1
Total, Segment:	Motions	23%	27%	36%	18%	20%	32
	Discussion	0	26	23	23	20	20
UNIVERSITY							
Carter	Motions	0	13	9			
	Discussion	0	3	4			
Hagar (6-62)	Motions			0	16		
	Discussion			2	9		
Carter (1-64)	Motions					2	0
	Discussion					2	1

APPENDIX E --Continued

		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Kerr	Motions	12%	16%	11%	4%	10%	15%
	Discussion	15	15	12	9	8	16
Pauley	Motions	5	0	2			
	Discussion	0	0	0			
McLaughlin (6-62)	Motions			1	2	6	1
	Discussion			2	0	2	0
Boyd (1-66)	Motions						
	Discussion						
Total, Segment:	Motions	17	29	22	22	18	18
	Discussion	15	18	20	8	12	16

APPENDIX E --Continued

		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
PRIVATE INSTITUTIONS							
Connolly	Motions	15%	6%	2%			
	Discussion	0	1	0			
Casassa (1-63)	Motions				2%	4%	5%
	Discussion				0	1	0
Coons	Motions	0	16	7	30	18	6
	Discussion	10	13	5	13	12	14
Rothwell (11-65)	Motions						0
	Discussion						0
Wert	Motions	15	0	0	10	34	11
	Discussion	40	27	8	4	13	9

APPENDIX E --Continued

		Calendar years. (Number of meetings).					
		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Kloetzel (11-65)	Motions						0%
	Discussion						0
Total, Segment:	Motions	10%	22%	9%	40%	54%	19
	Discussion	50	41	33	17	26	23
PUBLIC							
Christopher	Motions	18	6	16	6	2	5
	Discussion	30	5	7	22	21	14
Kay	Motions	0	0	2	2	0	1
	Discussion	5	0	0	0	0	1
Coons (11-65)	Motions						
	Discussion						

APPENDIX E -- Continued

		1960 (2)	1961 (8)	1962 (9)	1963 (8)	1964 (12)	1965 (8)
Millbank	Motions	0%	6%	4%			
	Discussion	0	0	3			
Levit (12-62)	Motions			2	2%	2%	11%
	Discussion			3	3	5	8
Gelman (11-65)	Motions						0
	Discussion						0
Kroeger (11-65)	Motions						1
	Discussion						0
Setrakian	Motions						0
	Discussion						1
Total, Segment:	Motions	18	12	34	10	4	18
	Discussion	35	5	13	25	26	24
Total number	Motions	17	32	44	49	53	91
Total mentions in	Discussion	20	75	101	226	262	203

Source: Official Minutes of Coordinating Council for Higher Education, Sacramento, California.

APPENDIX F

THE SCOPE AND FUNCTIONS OF THE COORDINATING COUNCIL FOR HIGHER EDUCATION IN CALIFORNIA

(Adopted November 21, 1961)

I. SCOPE

The responsibility of the Coordinating Council for Higher Education coincides with the scope and rang of the total over-all programs of the segments of the tripartite system of higher education in California. It is concerned with educational programs, facilities, research programs, need for, and location of, educational programs and facilities, admission policies, budgets and finance, functions of each segment, standards and planning. Its concern stems from its responsibility to advise on the coordination of higher education in order that the State may receive services characterized by excellence from the junior colleges, the state colleges, and the University of California. The Coordinating Council is also deeply concerned with the harmonious orderly growth and development of higher education; it is concerned with providing the people of California the kinds, quality, and quantity of services from each segment needed in and by California's expanding, dynamic society; and it is concerned with the support of higher education both in general terms and financial terms (operating budgets and capital outlay requests).

A specific authority of the Council is derived from the Education Code, Section 22704, under which the Council is given power to require all public institutions of higher education to submit data on costs, etc. Upon accumulating these data, the Council is then under the duty to furnish them to the Governor and the Legislature as requested by them.

The Coordinating Council should develop and follow its own work plan. A part of this would be to anticipate the needs of the Governor, the Legislature, appropriate State officials, and the Boards of Higher Education for information concerning higher education in California, and to have it available when it is requested.

II. FUNCTIONS

A. General Statement

The Coordinating Council for Higher Education stands as an agency of cooperation, not coercion. It is something more than the extralegal and wholly voluntary liaison committee which served the State for several years. It is an advisory board created by the Legislature, and as such, the Council is charged with the responsibility of advising the governing board of the state colleges, the University of California, the State Board of Education, and appropriate State officials.

The broad functions of the Coordinating Council as advisory to the governing boards and appropriate State officials are:

1. Review of the annual budget and capital outlay requests of the University and the State College system and presentation to the Governor and the Legislature of comments on the general level of State support sought by the three segments of public higher education.

2. Interpretation of the functional differentiation among the publicly supported institutions, and in accordance with the primary functions for each system as set forth in the Donahoe Higher Education Act and the Master Plan, advise the Regents, the Trustees, and the State Board of Education on programs appropriate to each system. The Council shall also submit to the Governor and the Legislature at the beginning of each general session, recommendations as to necessary or desirable changes, if any, in the functions and programs of the several segments.

3. Development of plans for the orderly growth of higher education and making of recommendations to the Regents, the Trustees, the State Board of Education, the Governor, the Legislature on the need for, and location of, new facilities and programs.

The Council performs its functions by marshalling facts and by exercising sound judgment and persuasion. The Council has the power to require the public institutions of higher education to submit data on costs, selection and retention of students, enrollments, capacities, and other matters pertaining to effective planning and coordination.

The Council will follow and instruct its staff to follow:

1) The Donahoe Act

2) The Master Plan principles and recommendations, and

3) such agreements prior to the Master Plan as the Trustees and Regents determine would be effective and useful.

B. Level of Support

The Council accepts the obligation implicit in the Education Code, Section 22703, to make comments on the general level of support of the three segments of public higher education to the respective governing boards, the Governor, the Legislature, and the appropriate State officials. The purpose of these comments is to keep the boards and individuals named above fully informed concerning the status of higher education in California and the need for appropriate financial support. Implicit in this purpose is the development of plans, immediate and long-range, for the orderly development and growth of higher education. In realizing this purpose and performing this function, the Council will use the approach of stressing program and performance and will not substitute uninformed judgments on educational projects for those of responsible administrative officers and governing boards.

The Council will render great service when it accumulates and keeps current the most complete data possible on costs in institutions of higher learning both in California and, when applicable, throughout the United States. In doing so, the Council will make certain that the data collected are from comparable institutions--comparable in function and standing. This is essential if the comparisons are to be valid.

C. Differentiation of Function

The differentiation function is perhaps the most important responsibility devolving upon the Council. It is one to which the Council will regularly and continuously devote time and attention. The Council will consider both formally and informally questions concerning the possible infringement of differentiation functions under the Donahoe Act or previous agreements which are not obsolete or have become superseded. Due notice will be required if formal action is sought. The Council will be vigilant in order that differentiation will not soon erode.

D. Orderly Growth

The broadest function of the Council is development of plans for the orderly growth of higher education and need for, and location of, new facilities and programs. This function goes to the heart of coordination. In discharging its responsibilities in this area, the Council will render the highest type professional service to the governing boards, the Governor, and the Legislature. This in itself will go a long way toward a constructive plan and avoidance of unwarranted competition.

In the Education Code, Section 22501, the Legislature has declared its policy not to authorize or acquire sites for new institutions of public higher education in California unless those institutions have been recommended by the Council. This function places a great responsibility upon the Council, and adds to the influence of the Council to work for orderly growth and development in California's system of higher education.

E. Special Studies

In the development of plans for the orderly growth and development of higher education, and in making comments to the Governor and other appropriate State officials, the Council will find it necessary to make or cause to be made a number of special studies on which it can base its judgment and make recommendations. In making these studies, the sole objective is to produce facts which can be used as a basis for better coordination of those things which need coordinating. Indeed, the primary criterion for making a given study is this: Is more effective coordination needed in this area? Adult education, medical schools, enrollments and enrollment policies, capacities of physical plants, needs for sites and locations of new institutions, unit costs, and the like, are areas in which better coordination is required and should therefore be given high priority on the list of studies to be made.

F. Information

The Council as a prime fact-gathering and planning agency for public higher education has a responsibility to communicate with and regularly advise the Governor, the Legislature, and the three segments. In addition, it should provide for accessibility to its analyses and documents and should operate with full public knowledge of its affairs (certain personnel matters excepted). Ordinarily requests for information to the Council should be in writing in the interests of clarity. For the same reason, and for purposes of complete accuracy, responses and reports of the Council should ordinarily be in written form.

APPENDIX G

PROCEDURES FOR DETERMINING THE NEED FOR AND LOCATION OF NEW FACILITIES

(Adopted January 24, 1962)

Jurisdiction of the Council

The Donahoe Higher Education Act, added Division 16.5, Higher Education, the California Education Code. Section 22501 of this Division provides a statement of legislative policy regarding the Coordinating Council's role in determining the need for and general geographic location of new facilities:

> "It is hereby declared to be the policy of the Legislature not to authorize or to acquire sites for new institutions of public higher education unless such sites are recommended by the Coordinating Council for Higher Education . . .
>
> "Nothing in this section shall be construed to require any further recommendations as a prerequisite to legislative action with respect to state colleges intended to be in operation by 1965 or University of California campuses intended to be under construction by 1962,[1] as set forth in the recommendations contained in the Master Plan for Higher Education printed at page 42, paragraphs 4 and 6, Senate Journal (Regular Session) for February 1, 1960."

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[1] These institutions referred to include the State Colleges in San Bernardino and the vicinity of the Los Angeles International Airport, and the University branches in San Diego, Orange County and Santa Cruz.

Section 22703 further provides:

> "The Coordinating Council shall have the following functions, advisory to the governing boards of the institutions of public higher education and to appropriate state officials; . . . (3) development of plans for the orderly growth of public higher education and the making of recommendations on the need for and location of new facilities and programs."

Consistent with the above expressions of legislative intent, the Council on November 21, 1961, adopted the following paragraph as a part of its statement of functions:[2]

> "The broad functions of the Coordinating Council as advisory to the governing boards and appropriate state officials . . . Development of plans for the orderly growth of higher education and making of recommendations to the Regents, the Trustees, the State Board of Education, the Governor and the Legislature on the need for and location of new facilities and programs."

From the above it is necessary to establish certain procedures by which the Council shall fulfill its responsibilities and carry out its stated intentions relative to determining the needs for and general geographical location of new facilities and programs for the University of California and the State Colleges.

Procedure

1. It is the desire of the Council that all requests, proposals, or expressions of interest for the establishment of new campuses of the University of California and the State Colleges be placed before the Council prior to extensive investigation by any educational segment or group concerned.

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[2] "The Scope and Functions of the Coordinating Council for Higher Education in California."

The Council in discharging its responsibilities will consider proposals emanating from any one of the following sources:

a. The Governor
b. The Legislature (by Resolution or Act)
c. The Trustees of the State Colleges (by Resolution)
d. The Regents of the University of California (by Resolution)

Any interested group desiring the establishment of an institution in a specific area should request one of the above to forward such requests to the Council.

2. Upon receipt of a proposal, it will be the obligation of the Director of the Council to prepare and present his recommendations regarding such proposal to the Council for its action.

In the conduct of studies upon which to base recommendations, the Director and Council staff will consider the proposal in relation to:

(1) the over-all needs of the State for higher education;
(2) all existing facilities, both public and private; and
(3) in terms of the differentiation of functions as set forth in the Donahoe Higher Education Act.

The following principle will govern all considerations by the Council staff and the Council itself: Each new facility shall be located and established where the need is greatest for the proposed facility as delineated in the Master Plan and subsequent revisions (see Paragraph 3), and where it will be of maximum service to the people of the State.

3. To assist the Council in its determinations and to provide a guide for those proposing new facilities, the Council will maintain a priority list of area needs

for new institutions of public higher education. This list, initially based upon that presented in the document, A Master Plan for Higher Education in California, will be periodically reviewed and updated. The most recent priority list will be used as the point of reference when studying specific proposals.

4. The following factors will be examined thoroughly in the assessment of specific proposals for new facilities. These factors, expanded to the State as a whole, will serve as guides in preparing and maintaining the priority list:

(1) Projected high school graduates, by county and year, for the next fifteen years.
(2) Projections of total population, by county and year, to the year 2000.
(3) Projected total state population by age levels to the year 2000.
(4) Potential and projected enrollment of the new facility (freshman, sophomore, junior, senior) for the first ten years of operation.
(5) Capacities of existing colleges in the area under study, both public and independent, particularly those with similar functions as the facility under consideration.
(6) Projected enrollments of existing facilities of higher education both public and independent in the area being considered, particularly those with the same functions as the facility under study.
(7) Potential enrollment of commuting students.
(8) Estimated effect of the potential enrollment of the new facility for the next fifteen years on existing colleges and universities in the area.
(9) Current availability of land and its cost, and possible unavailability of such land in the area in the future if creation of the facility should be postponed.

5. The Council intends to conduct its own studies relative to the need for and general geographical

location of new campuses. The Council will request the segments involved to provide information and data as is required and appropriate; and it will request the segments to work cooperatively on these studies.

6. The Director will report to the Council his recommendations resulting from each staff study of a proposal for the establishment of a new facility; and, upon approval of the recommendations, the Council, through the Director, will formally advise the governing boards and appropriate state officials concerning the need for and general geographical location of the new facility.

7. The need for and general geographical location of a new facility having been determined by the Council, the selection of a specific site within the general area designated becomes the responsibility of the governing board of the segment concerned. Once the specific site has been determined, the governing board will report its intended site acquisition action to the Council for its information in order that the Council may discharge its responsibilities as specified in Section 22501 of the Education Code.

APPENDIX H

PROCEDURES FOR THE DIFFERENTIATION OF FUNCTION AND PLANNING FOR ORDERLY GROWTH AMONG THE SEGMENTS OF PUBLIC HIGHER EDUCATION

(Adopted April 28, 1962)

Jurisdiction of the Council

The Donahoe Higher Education Act requires the Council to provide advice to the governing boards of the segments and appropriate State officials,

> . . . as to the application of the provisions of this division (the Donahoe Act) delineating the different functions of public higher education and counsel as to the programs appropriate to each segment thereof, and. . . submit to the Governor and the Legislature within five days of the beginning of each general session a report which contains recommendations as to necessary or desirable changes, if any, in the functions and programs of the several segments of public higher education . . .[1]

The functions upon which the Council must advise are stated in the Education Code as follows:

> University of California
>
> Section 22550. The Legislature hereby finds and declares that the University of California is the primary state-supported academic agency for research.

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[1] Section 22703, Education Code.

Section 22551. The University may provide instruction in the liberal arts and sciences and in the professions, including the teaching profession. The University has exclusive jurisdiction in public higher education over instruction in the profession of law, and over graduate instruction in the professions of medicine, dentistry, veterinary medicine and architecture.

Section 22552. The University has the sole authority in public higher education to award the doctoral degree in all fields of learning, except that it may agree with the state colleges to award joint doctoral degrees in selected areas.

State Colleges

Section 22606. The primary function of the state colleges is the provision of instruction for undergraduate students and graduate students, through the master's degree, in the liberal arts and sciences, in applied fields and in the professions, including the teaching profession. Presently established two-year programs in agriculture are authorized, but other two-year programs shall be authorized only when mutually agreed upon by the Trustees of the State College System and the State Board of Education. The doctoral degree may be awarded jointly with the University of California. . . . Faculty research is authorized to the extent that it is consistent with the primary function of the state colleges and the facilities provided for that function.

Junior Colleges

Section 22651. Public junior colleges shall offer instruction through but not beyond the fourteenth grade level, which instruction may include, but shall not be limited to, programs in one or more of the following

> categories: (1) standard collegiate courses for transfer to higher institutions; (2) vocational and technical fields leading to employment; and (3) general or liberal arts courses. Studies in these fields may lead to the associate in arts or associate in science degree.

The responsibilities of the Council may be considered to have a wide scope within the intent of the statute. The statute states the Council should advise ". . . as to the *application* [italics added] of the provisions . . . [of the Donahoe Act] . . . and counsel as to the programs appropriate to each segment . . ." Thus, it is apparent the Council should advise as to its interpretation of application of the statute. In addition, it is not possible to exercise the Council's advisory role concerning differentiation of function without relating to it an additional responsibility of the Council, ". . . development of plans for the orderly growth of public higher education. . . "

It is assumed that many subjects upon which the Council should be heard will often concern *both* the principle of differentiation of function and the principle of providing for the orderly growth of public higher education. Unnecessary duplication of programs or unwarranted competition between segments, while perhaps not always indicating a violation of statutory function, should be considered and examined by the Council.

It is believed that the statute must be broadly interpreted in order that the Council will fully discharge its duties to the public, the State, and the segments. Necessarily, procedures for the consideration of problem areas cannot be too rigid lest the Council become limited in the areas in which it may concern itself or any one segment be prevented from presenting a case for study.

STATEMENT OF PRINCIPLES AND PROCEDURES

Custodianship of the Segments

1. The Council reaffirms its belief that each segment of public higher education should be the competent custodian of its differentiated functions as defined in the Donahoe Higher Education Act and in the Master Plan. A corollary is that each segment must make certain that it is performing only its legitimate functions.

Areas of Concern

2. The Council desires that broad, fundamental areas of concern and major issues involving differentiation of function and orderly growth be brought to the Council by any segment, appropriate State official, or any member of the Council. It will consider any alleged infringement upon the function of one segment by another, or omissions by segments to provide adequate programs within their stated jurisdictions.

3. Whenever problems relating to differentiation of function arise between segments, an endeavor should be made to negotiate between themselves to find adequate solutions to these problems. In many instances, problems may arise which can be readily solved by the segments without involving the Council. When such discussions are being held, the Council should be informed. Where such efforts appear to be proving unfruitful, the Conncil may extend its good offices when it is apparent that lack of agreement will interfere with the orderly growth and development of public higher education.

Submission of Requests

4. Request by the segments for Council review and consideration shall be approved by the chief executive officer, or his designee, of the segment concerned before they are submitted to the Council. In the case of the Junior Colleges, the request should be approved and submitted to the Council by the State Superintendent

of Public Instruction. Any Council member may also request consideration of an item dealing with differentiation of functions.

5. Should requests submitted by other than the segments be considered not germane to the Council's responsibilities, such requests will be referred to the proper body and the petitioner or petitioners will be so advised.

Procedures Governing the Making of Studies

6. In making studies, the Council will request the following information from the segment or segments concerned:

a. all pertinent facts and background data;
b. the criteria by which the segments evaluate and determine function;
c. a written justification of position.

7. The Council will, when it deems appropriate and in keeping with its responsibilities, conduct inquiries or studies of function within any segment of public higher education. The determination of these areas of study may result from facts disclosed in the examination of the budget requests of the segments. Budget hearings, supporting budget documents, and, in the case of the Junior Colleges, information provided by the Department of Education, may indicate the need for Council examination of a given subject.

8. The Council will inform the chief executive officer of the segment concerned of its intention to study a subject within the purview of that segment. The Council will inform the segment concerned of findings during the progress of its study so that corrective action may be taken, if justified, as quickly as possible.

9. The Council will establish on a priority basis its own time schedule for the studies or issues brought to its attention except as otherwise directed by statute or legislative resolution.

Reporting of Council Findings

10. The Council will report its findings, conclusions and recommendations to the segments involved and to appropriate State officials.

11. The Council will submit to the Governor and to the Legislature within five days of the beginning of each general session, and at other times when appropriate, a report which contains recommendations as to necessary or desirable changes, if any, in the functions and programs of the several segments of public higher education.

Areas of Special Concern

12. Research. In its consideration of differentiation of function as related to research, the Council will examine the appropriateness and extent of research efforts in the segments in terms of the primary functions as stated in the Donahoe Higher Education Act and the Master Plan.

13. Adult Education. Pending completion of the Council study of extension programs and adult education, the Council urges the State Advisory Committee on Adult Education to continue its efforts to coordinate such programs within the State.

14. High Schools. The Council recognizes there is a relationship between the functions of the high schools and the functions of institutions of higher learning. The legal jurisdiction of the Council is not intended to impinge upon the legal structure of the public school system of the State. Therefore, issues, problems, or questions coming before the Council that involve functions of the high schools may be referred to the Articulation Conference.

APPENDIX I

California Coordinating Council for Higher Education

PROCEDURES FOR STAFF REVIEW AND COMMENT UPON ACADEMIC PLANS

In June of each year the California State Colleges and the University of California will transmit to the Council copies of their current and latest academic plans and of the current and latest academic plans of the several State College and University campuses, each plan to identify new programs and new facilities as defined; and that in September of each year, the Council will receive its staff's study of these plans and will advise each governing board in respect to: (a) their appropriateness for each segment under the functions allocated to it by the Donahoe Higher Education Act, and (b) their contributions to the orderly growth of public higher education in California

1. Procedures for Staff Review of, and Comment Upon, Academic Plans with Attention to Differentiation of Functions Among the Segments of Public Higher Education

   a. The programs in academic plans submitted by the California State Colleges and the University of California will be compared with programs in current catalogs of colleges and campuses. Comments about changes will be developed.

   b. For each segment, programs in academic plans and catalogs will be compared with functions delineated for junior colleges in Chapter 4 of the Donahoe Higher Education Act. Comments will discuss the extent to which programs are exclusive of junior college functions and the conditions under which students may transfer to them from junior colleges.

c. For each segment, programs in academic plans and catalogs will be compared with the functions delineated in Chapters 2 and 3 of the Donahoe Higher Education Act. Comments will be about the extent to which programs are within delineated functions.

2. Procedures for Staff Review of, and Comment Upon, Academic Plans with Attention to the Orderly Growth of Public Higher Education

   a. For each segment, programs in plans and catalogs will be compared with projected enrollments for the colleges and campuses where programs exist or are planned. Comments will include such discussions as the following:

      (1) the degree to which the number and variety of programs to be offered at an institution are appropriate to the size of the institution;

      (2) the degree to which present or proposed programs are appropriate to the location of the institution;

      (3) the relations of proposed programs to existing ones in the segment and elsewhere in California;

      (4) the availability of students;

      (5) the extent to which proposed programs can be expected to receive financial support.

Approved by the Council at
meetings of April 28, 1964,
and September 29, 1964.

APPENDIX J

IMPROVING BUDGETING AND REPORTING IN PUBLIC HIGHER EDUCATION

(Excerpted from Staff Report 66-17, accepted by
the Coordinating Council for Higher Education
on September 27, 1966.)

WHEREAS, It is strongly believed that the installation of a comprehensive program and performance budget and reporting system in the California State Colleges and University of California is the key to reconciling the informational needs of State government in budget review with the needs to achieve fiscal authority and responsibility for the California State Colleges and to maintain fiscal authority and responsibility for the University of California, . . .

RESOLVED, That the Director of the Council initiate individual and joint conferences . . . with a view toward the following:

1. Improving program and performance budget and reporting systems to the end that conflicting definitions, classifications, budgetary standards and systems of reporting be avoided; . . .

Parallel with the Council's interest in moving toward program budgeting in public higher education, the Legislature and the Administration have taken a series of steps to place all of State government under such a system . . .

The main requisites of this system can be summarized as follows:

1. The clear definition of the objectives of agency programs and translation of these objectives into operational terms.

2. The translation of agency objectives into a program structure for budget planning.

3. The systematic analysis of alternative courses of actions for achieving agency objectives, to include a comparison of the benefits and costs of alternate choices.

4. The computation of the implications of a new program or change in program in terms of full long-range continuing costs.

5. An information system to accumulate program output (performance) data and resources input data, in order to measure and plan progress toward stated program objectives.

In connection with the last requisite above, the Administration has established a statewide Automatic Data Processing Advisory Committee to facilitate the extension of data processing systems throughout State government.

. . .

The University of California and the California State Colleges are also actively engaged in instituting program budgeting throughout each system. The University Office of Analytical Studies currently is conducting cost effectiveness studies and also has stimulated the holding of training workshops on several University campuses. Both the University and the State Colleges are undertaking a comprehensive reexamination of institutional objectives and the program structure required to reflect these objectives.

As might be expected, such developments on many fronts have necessitated further refinements in the Council's role in the budget review process. On June 29, 1966, Council staff members met with the Vice Chancellor-Business Affairs, of the State Colleges and the

Vice President-Business and Finance, of the University to consider desirable changes . . . The following statement of an appropriate role for the Council was developed concerning this issue:

> Somehow the Council's role in commenting on the general level of support sought must take into account limitations on the level of State financial resources available to public higher education. The development of priority groupings does not solve the problem of allocating resources since it usually is wiser to spread limited resources over a number of important programs than to allocate all to the ones possessing the "highest priority"--although this is not always true.
>
> The systems analysis approach does offer an alternative, however, in that inherent in it is the development and presentation of alternative systems of achieving specified objectives and alternative stages of progression toward these objectives. Application of this approach to each and every proposal for new programs or program improvements is accepted as a goal by the University of California and the California State Colleges. Thus, from alternative resource levels considered by the segments, the Council staff will ultimately be able to present to the Council alternative levels and mixes of resources among and within the segments for new and improved program and program development proposals and for the total level of support for public higher education. Accompanying such alternatives would be a review of the differing levels of benefits anticipated. Since the Council is never in a position to estimate the degree of scarcity of resources available to the Governor and the Legislature, Council advice to these officials could then be couched in terms of presenting alternative combinations of resources among the segments together

with a comparison of the benefits anticipated to be lost and gained from each alternative.

It must be recognized that the goal as described above will require extensive time and planning for each step taken toward the goal. As an intermediate goal for purposes of the 1967-68 budget process, two steps have been accepted by the University and the State Colleges. The first step is to adopt a program structure that will be reasonably comparable between the two segments. The second step is to endeavor to execute successfully the systems analysis approach to at least one new or improved program proposal within each segment. The results of both steps taken will be reported to the Council, Department of Finance, and Legislative Analyst in the September Report on the Level of Support. Further steps and a time schedule for achieving the goal will be developed within the next year.

For each budget proposal for new programs, program improvement, and program development, it was agreed that the following types of questions effectively posed a systems analysis approach:

1. What are the long range objectives (in quantifiable as well as qualitative terms if possible) and intermediate goals for this program element?

2. What is the current level of performance in achieving these objectives, e.g., what is not achieved, or achieved too late to be effective?

3. What is the approximate current expenditure level for this program element and what is the nature of the system of resources by which the present level of performance is achieved? What are the non-State sources and amounts of support?

4. What are some feasible alternative systems

by which the objectives may be achieved?

5. Indicate through some rough computations the estimated resources required by such alternative systems.

6. Describe and estimate spill-over effects, uncertainties, and unquantifiables of the alternative systems (including effects on other existing institutions).

7. Explain why the subject proposal is the most attractive among the various alternatives.

8. What is the effect of this program proposal, if approved, upon subsequent support and capital outlay requests for State funds, i.e., what is the long range financial plan?

APPENDIX K

California Coordinating Council for Higher Education

TENTATIVE ASSIGNMENTS ON TASK FORCES

TASK: Review of Academic Plans

Leader: Mr. A______

Members: Mr. B______

The task is to study academic plans and criteria for appraising them, with special attention to specific plans of the public segments of higher education in California, and to develop comments and recommendations.

TASK: Flow of Students

Leader: Mr. C______

Members: Mr. D______, Mr. E______, Mr. B______

The task is to study policies and practices which affect the flow of students into, among, and out of public segments of higher education, with special attention to policies and practices in California, and to develop comments and recommendations.

TASK: Year-round Operations

Leader: Mr. A______

Members: Mr. E______, Mr. F______

The task is to study policies, problems and practices, in year-round operation of higher education, with special attention to policies, problems and practices in California, and to develop comments and recommendations.

TASK: Libraries in Higher Education

Leader: Mr. G_____

Members: None needed until specific studies develop

The task is to study policies, practices and problems in higher education libraries, with special attention to those in California; to secure advice from the standing committee on libraries; to secure contractors for specific studies; to develop comments and recommendations; and to prepare an annual report to the Council, beginning with the report for the 1966-67 academic year.

TASK: Utilization Standards

Leader: Mr. A_____

Members: Mr. H_____, Mr. J_____, Mr. K_____

The task is to study standards for the use of all facilities in institutions of higher education, with special attention to those in California; to develop standards to be used in California; to study the degree to which standards are met in California; and to develop comments and recommendations.

TASK: Level of Support

Leader: Mr. F_____

Members: Mr. L_____, Mr. H_____, Mr. M_____,
Mr. J_____

The task is to study the level of support for operating expenses and capital outlay in higher education, with special attention to the levels needed in California; and to develop comments and recommendations for the Council to consider annually in September.

TASK: Junior College Finance

Leader: Mr. K______

Members: Mr. H______, Mr. N______

The task is to study policies and practices in state finance of junior colleges with special attention to those of California; and to develop comments and recommendations.

APPENDIX L

CALIFORNIA COORDINATING COUNCIL FOR HIGHER EDUCATION
July, 1966

COUNCIL STAFF

WILLARD B. SPALDING	Director
ALVIN MARKS	Associate Director, Higher Education
SIDNEY W. BROSSMAN	Associate Director, Federal Programs
KEITH SEXTON	Associate Director, Government Relations
FRANKLIN G. MATSLER	Higher Education Specialist
CHARLES McINTYRE	Higher Education Specialist
J. CLAUDE SCHEUERMAN	Higher Education Specialist
JOHN M. SMART	Higher Education Specialist
COURTLAND L. WASHBURN	Higher Education Specialist
LELAND MYERS	Research Associate
BERT K. SIMPSON	Research Associate
THEODORA M. THAYER	Fiscal Analyst
JOHN R. DYKES	Administrative Assistant
DOUGLAS ADCOCK	Staff Analyst
THIERRY F. KOENIG	Staff Analyst

APPENDIX M
COORDINATING COUNCIL FOR HIGHER EDUCATION
VOTING RECORD OF ROLL-CALL VOTES

Meeting Date	Re: Minutes Page:	Motion By:	Vote	Membership Segments and Votes of Members (+ "yes" - "no" A "abstained")														
				Public			Private Insts.			Junior Colleges			State Colleges			University		
				1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
11/28/62	8	Dumke	10+ 3-	+	+	+		-		-	+	-	+	+	+	+	+	+
11/28/62	9	Heilbron	8+ 3A	+	+	+		+		+			+	+	+	A	A	A
11/28/62	9	Heilbron	9+ 3A	+		+		A		+	A	+	+	A	+	+	+	+
12/19/62	4	Carr	3+ 9-	-	-	4		-	-		-	-	+	+	+	-	-	-
12/19/62	4	Carter (Wellman)	9+ 3-	+	+			+	+		+	+	-	-	-	+	+	+
12/19/62	9	Kerr	6+ 8-	-	-	-		-	-	+	+	+	-	-	-	+	+	+
12/19/62	9	Levit	11+ 3-	+	+	+		+	+	+	+	+	+	+	+	-	-	-
5/7/63	5	McLaughlin	11+ 2-	+	+		4 +	+		+	4 -	+	4 +	-	+	+	+	+
12/17/63	5	Wert	14+ 1-	+	+	+	+	+	+	+	-	+	+	+	+	+	+	+
				1. Christopher 2. Kay 3. Millbank 4. Levit			1. Connolly 2. Coons 3. Wert 4. Cassassa			1. Nettle 2. Simpson 3. White 4. Daba			1. Carr 2. Dumke 3. Heilbron 4. Luckman			1. Hagar 2. Kerr 3. McLaughlin		

APPENDIX M -- Continued

Membership Segments and Votes of Members
(+ "yes" - "no" A "abstained")

Meeting Date	Re: Minutes Page:	Motion By:	Vote	Public			Private Insts.			Junior Colleges			State Colleges			University		
				1	2	4	4	2	3	1	5	3	4	2	3	4	2	3
9/29/64	7	Levit	10+ 5-	+	+	+	+	-	-	+	+	+	-	-	-	+	+	+
11/24/64	7	White	9+ 5-	+		+	+	+	+	-	-	+	-	-	-	+	+	+
3/30/65	4	Dumke	9+ 5-	-	+	-	-	+	-	+	-	+		+	+	+	+	+
3/30/65	7	Coons	7+ 7-	+	+	+	-	+	+	-	-	-		-	-	+	+	-
3/30/65	13	Kerr	13+ 1-	+	+	+	+	+	+	+	+	+		-	+	+	+	+
4/27/65	7	Wert	8+ 2- 2A	-	-			A	+	+	A	+	+	+	+	+		+
9/28/65	36	Heilbron	11+			+	+	+		+	+	+	5 +		+	+	+	+
11/23/65	16	Levit	12+ 1- 1A		+	+	+	+	+	+	+	+	+	-	A	+	+	+
12/13/65*	8	Christopher	12+ 3-	+	5 +	+	+	5 +	6 +	+	+	+	-	-	-	+	+	+
				1. Christopher 2. Kay 4. Levit 5. Coons			2. Coons 3. Wert 4. Casassa 5. Rothwell 6. Kloetzel			1. Nettle 3. White 5. Norris			2. Dumke 3. Heilbron 4. Luckman 5. Ruffo			2. Kerr 3. McLaughlin 4. Carter		

* Three members added to public segment, all of whom voted "yes."

SOURCE: OFFICIAL MINUTES, CALIFORNIA COORDINATING COUNCIL FOR HIGHER EDUCATION, SACRAMENTO, CALIFORNIA

APPENDIX N

CHAPTER 1774 - STATUTES OF CALIFORNIA

(Senate Bill 550, 1965)

An act to amend Section 22700 of the Education Code, relating to the Co-ordinating Council for Higher Education.

The people of the State of California do enact as follows:

SECTION 1. Section 22700 of the Education Code is amended to read:

22700. There is hereby created an advisory body, the Co-ordinating Council for Higher Education, to be composed of three representatives each of the University of California, the California State Colleges, the public junior colleges, the private colleges and universities in the state, and six representatives of the general public. The university shall be represented by the president and two regents appointed by the regents. The California State Colleges shall be represented by the chancellor and two trustees appointed by the trustees. Public junior colleges shall be represented by a member of the State Board of Education or its chief executive officer as the board may from time to time determine, and a member of a local public junior college governing board and a public junior college administrator. The junior college governing board member shall be selected by the State Board of Education from a list or lists of five names submitted for its consideration by any association or associations of statewide coverage which represent junior college governing boards. The public junior college administrator shall be selected by the State Board of Education from a list of five names submitted for its consideration by the California Junior College Association. The private colleges and universities shall be represented by three persons, each of whom shall be affiliated with a private institution of higher education as a governing board member or as a staff member, in an academic or administrative capacity and shall be appointed by the Governor after consultation with an association or associations of such private institutions and subject to confirmation by the Senate. The general public shall be represented by six members appointed by the Governor subject to confirmation by the Senate. The terms of the appointments made pursuant to this section shall be as follows:

(a) The three representatives appointed by the regents shall serve until the first meeting of the regents in the next succeeding calendar year following their appointment.

(b) The trustee appointed by the trustees shall serve until the first meeting of the trustees in the next succeeding calendar year following his appointment.

(c) The member of the State Board of Education or its chief executive officer who represents the public junior colleges shall serve until the first meeting of the board in the next succeeding calendar year following his appointment.

(d) Except as otherwise provided in this subdivision, the term of office of all of the other members of the council appointed pursuant to this section is four years, and they shall hold office until the appointment of their successors.

The terms of such members in office on November 1, 1965, shall expire as follows:

(1) The term of the member who, as a member of a local public junior college governing board, is representing the public junior colleges, the term of one of the members representing the private colleges and universities, and the term of one of the members representing the public shall expire on November 1, 1965.

(2) The term of one of the members representing the private colleges and universities, and the term of one of the members representing the public shall expire on November 1, 1966.

(3) The term of the member who, as a public junior college administrator, is representing the public junior colleges and the term of one of the members representing the public shall expire on November 1, 1967.

(4) The term of the other member representing the private colleges and universities, and the term of one of the members representing the public shall expire on November 1, 1968.

(5) The terms of the other two members representing the public shall expire on November 1, 1969.

On or before November 1, 1965, the Governor shall designate the order in which the terms of his appointees expire pursuant to this subdivision.

(e) Any person appointed pursuant to this section may be reappointed to serve additional terms.

No appointing authority specified in this section shall appoint any person to alternate membership on the council with the following exceptions who shall be appointed by the appropriate appointing authority: two alternates for the president and the two representatives of the regents, two alternates for the chancellor and the two representatives of the trustees, and one alternate for the one representative of the State Board of Education. Each alternate shall be a member of the appropriate appointing authority and shall be appointed for an annual term.

No person appointed pursuant to this section shall, with respect to any matter before the council, vote for or on behalf of, or in any way exercise the vote of, any other member of the council.

APPENDIX O

CALIFORNIA COORDINATING COUNCIL FOR HIGHER EDUCATION
July, 1966

COUNCIL MEMBERS

GENERAL PUBLIC REPRESENTATIVES

WARREN M. CHRISTOPHER	Los Angeles
ARTHUR G. COONS	Newport Beach
GEORGE GELMAN	Bakersfield
BERT W. LEVIT	San Francisco
LOUIS J. KROEGER	San Francisco
ROBERT SETRAKIAN	San Francisco

PRIVATE COLLEGES AND UNIVERSITIES REPRESENTATIVES

CHARLES S. CASASSA, S.J., President, Loyola University of Los Angeles
MILTON C. KLOETZEL, Dean of the Graduate School, University of Southern California
C. EASTON ROTHWELL, President, Mills College

PUBLIC JUNIOR COLLEGES REPRESENTATIVES

ELEANORE D. NETTLE	Trustee of the College of San Mateo
MARGARET BATES	Member, State Board of Education
STUART M. WHITE	Superintendent, State Center Junior College District

CALIFORNIA STATE COLLEGES REPRESENTATIVES

GLENN S. DUMKE	Chancellor of the State Colleges
LOUIS HEILBRON	Trustee
ALBERT J. RUFFO	Chairman of the Board of Trustees

UNIVERSITY OF CALIFORNIA REPRESENTATIVES

PHILIP L. BOYD	Regent
ELINOR HELLER	Regent
CLARK KERR	President of the University

COUNCIL OFFICERS

ARTHUR G. COONS	President
STUART M. WHITE	Vice President

COUNCIL COMMITTEES

EDUCATIONAL PROGRAMS

STUART M. WHITE (Chairman)
ARTHUR G. COONS
GLENN S. DUMKE
GEORGE GELMAN
CLARK KERR
C. EASTON ROTHWELL

FINANCE

BERT W. LEVIT (Chairman)
PHILIP L. BOYD
MILTON C. KLOETZEL
LOUIS J. KROEGER
ELEANORE D. NETTLE
ALBERT J. RUFFO

PHYSICAL FACILITIES

CHARLES S. CASASSA, S.J. (Chairman)
MARGARET BATES
WARREN M. CHRISTOPHER
LOUIS HEILBRON
ELINOR HELLER
ROBERT SETRAKIAN

COUNCIL RELATIONSHIPS and PROCEDURES

ARTHUR G. COONS (Chairman)
PHILIP L. BOYD
CHARLES S. CASASSA, S.J.
LOUIS HEILBRON
BERT W. LEVIT
STUART M. WHITE

APPENDIX P

RULES OF ORDER OF THE COORDINATING COUNCIL FOR HIGHER EDUCATION

(As adopted February 22, 1966)

1. Meetings. Meeting dates shall be approved by the Council, except that extraordinary meetings of the Council may be called by the President, following consultation with members of the Council, if feasible, or by any ten members of the Council. Notice of all meetings shall be given to each member and to each designated alternate not less than five days before such meeting by mailing a copy of such notice to the address of such member or alternate as it appears on the records of the Council. Members of the Council may waive the right to notice by written waiver at any time. Meetings will ordinarily be held in San Francisco, Los Angeles or Sacramento but may be held any place in California designated by the Council. The President, or in his absence the Vice President, shall preside at meetings.

2. Minutes. Written minutes shall be kept of all Council meetings by the Director.

3. Quorum. The presence of ten members of the Council (or a designated alternate in place of a member) shall constitute a quorum for the transaction of business.

4. Voting. Each member or designated alternate shall be entitled to one vote which must be cast in person. A roll call vote may be demanded by any member on any Council action. On a roll call vote, names of members shall be called in alphabetical order. Votes shall be recorded. Effective action shall require the affirmative vote of ten members, except that the affirmative vote of twelve members shall be necessary for the appointment and removal of the Director.

5. Officers. Officers of the Council shall be a President and a Vice President, both of whom shall be elected from among the members by a majority vote at a meeting to be held for such purpose at least 30 days prior to the expiration of the term of office of the President and the Vice President. The term of the President and Vice President shall be for one year, from July 1 to June 30.

6. Rules of Order. The rules contained in Roberts Rules of Order, revised, 75th Anniversary Edition, shall govern the Council in all cases to which they are applicable, and in which they are not inconsistent with State laws or the Special Rules of Order of the Council.

7. Public. Any person who appears at meetings may address the Council when recognized by the President and shall stand and state his name and the organization he represents if any.

8. Amendments. These Special Rules of Order shall not be amended without 30 days' notice of the proposed amendment to each member and designated alternate.

9. Committees.

a. The following standing committees are hereby created within the Council membership: Committee on Educational Programs, Committee on Finance, Committee on Physical Facilities, Committee on Prodecures, and such special committees as the President or the Council may deem necessary from time to time.

b. Each standing committee shall be appointed by the President of the Council and shall be composed of six members consisting of one representative from each of the education segments having membership upon the Council and two of the public members of the Council. Standing committees shall be appointed annually for terms beginning on July 1 of each year, with the exception that committee members appointed for 1964-65 shall serve until September 30, 1965.

c. Each committee shall have a chairman who shall be designated by the President of the Council.

d. Meetings of the committees shall be held as frequently as needed on call of the Chairman, the President of the Council or the Director.

e. Council members may attend committee meetings on which they do not hold membership. Any vote upon matters before the Committee will be by members only (or by a substitute member from the same segment designated by the member, or if absent such designation, by the Chairman of the Committee) of the Committee only.

f. Procedures for the appearance of any person at committee meetings shall be in accord with those for meetings of the Council itself.

g. The Director may assign each staff report exclusively to one committee for its consideration and report to the Council. Other matters may be referred to a committee by the President or the Council after consultation with the Director.

h. Committee reports may be considered by the Council at its first full meeting following the meeting of the committee or thereafter.

i. Recommendations of the committees are in no way binding upon the Council as a whole.

j. Each Council member shall receive all materials and documents intended for use by any committee and shall be notified of times and places of committee meetings.

k. A written record of actions taken by committees shall be kept by the Director.